

FOCUS AREA 2: “CITY CENTER”, EASTERN MEMPHIS AVENUE AREA

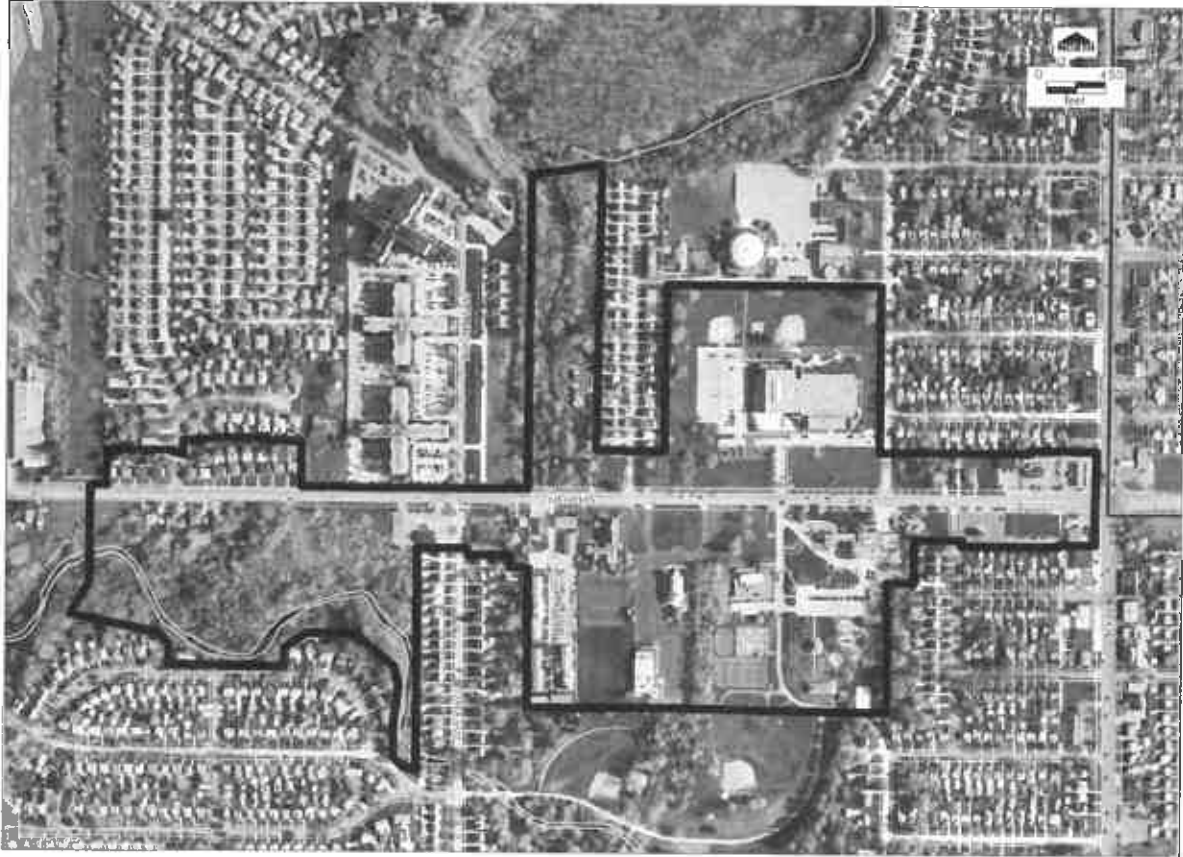
The Plan envisions that an important new mixed-use urban district will emerge in the future within the City Center area. New retail/office buildings with medium density residential housing will combine with the existing concentration of municipal uses - recreation center, city hall, senior/community center and Veterans Memorial Park - to bring new activity to this area of the City. Redevelopment capitalizes on the central location of the civic facilities here and is supported by the dense residential neighborhoods that surround the periphery of the focus area. Intensifying the development in this area provides the opportunity to create a unique place and enhance the image of the City.

This area was chosen as a focus area because of the high concentration of existing civic and retail uses. In order to promote additional activity here, there is an opportunity to build upon the numerous strengths of the area. Some of the strengths of the City Center area include the strong presence of institutions and civic uses including the new fire station; the availability of parking, presence of sidewalks, retail buildings located close to the street, and redevelopment potential of certain areas.

Location/Description

The City Center and Memphis Avenue Corridor focus area is relatively centrally-located in the City, located on Memphis Avenue west of Ridge Road. Many of the fronting parcels and deep lots along Memphis Avenue are included in this focus area. The CEI utility easement provides the westernmost boundary and Ridge Road is the eastern boundary of the focus area.

Figure 5: Aerial Perspective, “City Center” Area Focus Area 2



Land Uses

A mix of land uses is located within this focus area including numerous local retail establishments, single-family homes, two-family housing, municipal buildings including Brooklyn City Hall, Recreation and the Senior/Community Centers, parks and recreation fields, churches and vacant land. The City's new Fire Station will also be located within this "City Center" area when construction is completed in 2006. A large apartment complex and recently constructed two-family homes are located along Westbrook Drive, immediately north of and adjacent to the focus area. See Figure 6.

Figure 6: Existing Land Uses, "City Center" Area Focus Area 2



Site Size

The focus area is approximately 71 acres in size. Seventy-five (75) parcels make up this focus area, and more than 305,660 square feet in total building floor area are located within it. There are about nine acres of residentially-zoned vacant land, and approximately one acre of commercially-zoned land.

Valuation

The parcels that comprise this focus area had an estimated taxable market value of more than \$8,526,570 according to Cuyahoga County Auditor's records in 2005.

Zoning

Four zoning classifications are located within this focus area: R-B Retail Business District, SF-DH Single-Family Dwelling House District, A-H Apartment House District and MF-PD Multi-Family Planned Development District.

Existing Conditions

The street pavement and curbs along Memphis Avenue are reported to be in “Good” condition, while the water mains located on Memphis Avenue were considered to be in “Fair” condition according to the City Engineer.

Public bus service is provided along Memphis Avenue. The Route 50 bus travels along the length of Memphis and provides a connection to the W 117th Rapid Station. The Route 23 bus travels along the eastern end of Memphis Avenue, from Ridge Road to Rodoan Street and provides bus service to downtown Cleveland and to Parmatown. At the eastern edge of the City, the Route 45 bus travels north and south on Ridge Road providing service to downtown Cleveland and terminating at the North Royalton Service Yard. See the Public Facilities Chapter for a map and discussion of the bus routes that service Brooklyn.

Issues

The “City Center” area is already a hub of activity because of the Recreation Center, City Hall/Police and Fire Stations, Veterans Memorial Park and the Senior/Community Center. The City is undertaking the construction of a new Fire Station on a 4.28-acre site within the focus area. The site of the new fire station is a narrow deep lot, measuring 150 feet by more than 1,200 feet. The new station will occupy approximately one acre of the site, being situated near the street and leaving the remainder of the site relatively untouched. There is a 3-acre residential parcel adjacent to the east, with 100 feet of frontage on Memphis Avenue and occupied by only one home.

New construction is also planned on other properties within this focus area. A local institution is planning to construct a church on vacant land along Memphis, just west of Rodoan Road. The church is estimated to be roughly 13,000 square feet in size and will be a multi-purpose church facility. Construction is expected to begin in Spring, 2006.

This area of the city is the most logical location for a “Main Street/City Center”. There is already a concentration of convenience retail uses that are oriented to local residents – a bank, gas station, dry cleaners, and convenience retail stores. Several of these retail buildings are located close to the street with large display windows. Parking and sidewalks are also present in the district. According to the National Trust for Historic Preservation, the commercial district is a reflection of community image, pride, prosperity, and level of investment — critical factors in business retention and recruitment efforts. The traditional commercial district is an ideal location for independent businesses, which in turn:

- ***Keep profits in town.*** Chain businesses send profits out of town
- ***Support other local businesses and services***
- ***Support local families with family-owned businesses***
- ***Support local community projects,*** like teams and schools
- ***Provide a stable economic foundation,*** as opposed to a few large businesses and chains with no ties to stay in the community

Concepts

Several concepts were explored in the early stages of reviewing the Master Plan. See Figure 7 for the conceptual overview of Focus Area 2. While some options were later dismissed, their intentions are nonetheless explored here. For instance, there are several locations where new multi-family/townhouse residential is noted. The City has a demonstrated need for new housing and this additional density would bring more activity to this area. While the exact location of new higher-density housing has not been determined, the need for additional housing exists within this focus area.

A mixed use district, one that capitalizes upon a range of land uses, allows for a higher density of uses and more opportunities for interaction. A new Mixed-Use Zoning District would permit complementary and integrated uses instead of one single land use such as retail or residential within a single development. This new zoning district could address the look and aesthetic quality of development here by requiring new buildings to be located close to the street and parking to the rear or side, and by requiring design guidelines.

It is envisioned that two locations at either end of the focus area could accommodate a higher intensity of land uses. The retail properties just east and west at Memphis and Radoan, and the properties on the north and south sides of Memphis, just west of Ridge can accommodate more building square footage with taller buildings and should frame the district. Higher intensity uses, including offices and financial institutions, help to balance the concentration of civic uses located around City Hall. Because of the concentration of institutional uses within the district, attorneys, physicians, insurance offices, and banks are all appropriate, more intensive land uses than the marginal retail and convenience establishments currently located there.

Figure 7: Conceptual Overview, "City Center" Area Focus Area 2

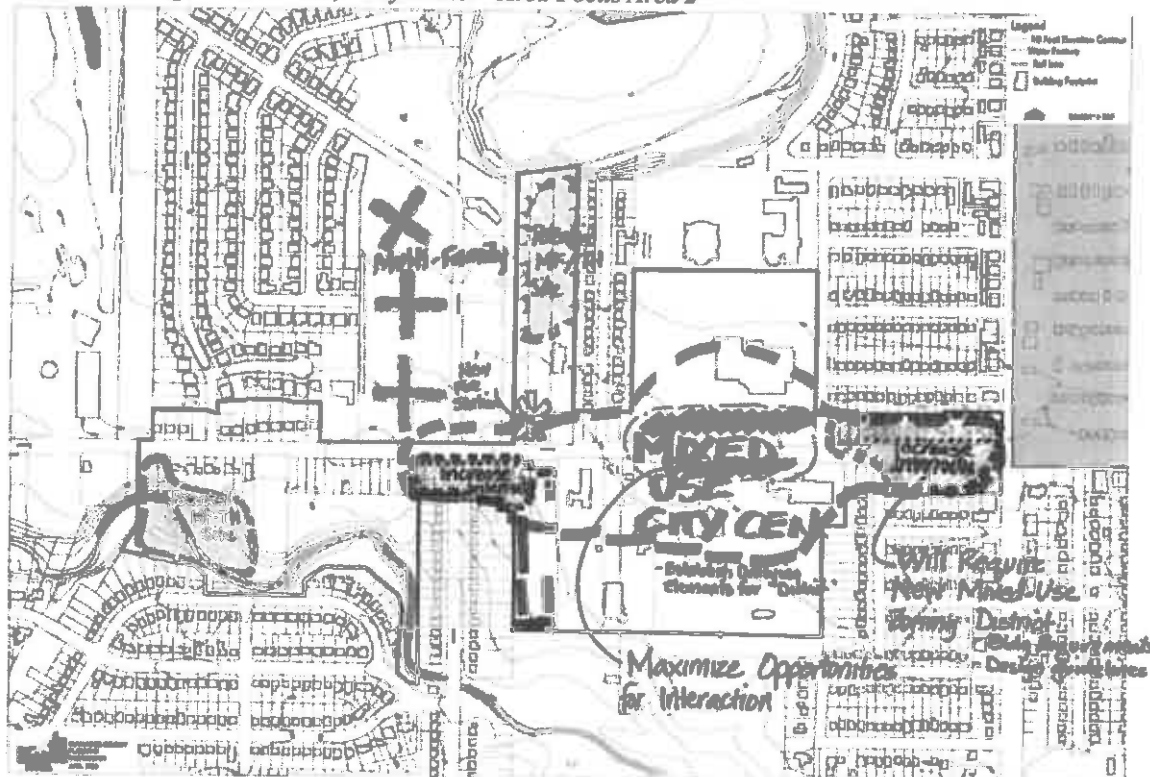


Table 2: Summary of Potential Development/Redevelopment Sites for the "City Center" Focus Area

SubArea* ID #	Current Zoning	Existing Development	Acres	Potential Development according to existing zoning(a)	Possible Alternatives	Potential Development according to proposed policies (b)
1. Memphis, east end, north side (total by zoning)	Single-Family	3 SF units	0.75	3 du	retail/mixed use	26,130 sf
	Retail Bus	2,574 sf	0.62	13,500 sf	retail/mixed use	21,600 sf
2. Memphis, east end, south side	Retail Bus	19,903 sf	0.91	19,903 sf	retail/mixed use	31,710 sf
3. Memphis/Roadoan southeast side	Retail Bus	10,059 sf	1.27	27,660 sf	retail/mixed use	44,250 sf
4. Memphis/Roadoan southwest side (total by zoning)	Multi-Fam-PD	Vacant	0.28	2 du	retail/mixed use	9,750 sf
	Retail Bus	2,406 sf	0.41	8,930 sf	retail/mixed use	14,280 sf
5. Memphis/Roadoan 2 southwest side	Apartments	Vacant	4.51	194 du	Multi-Fam-PD	32 du
6. Memphis, north side behind new Fire Station	Single-Family	Vacant	5.19	17 du	Multi-Fam-PD	42 du
TOTAL FOR FOCUS AREA			14.8			
Residential		3 SF units		223 du		74 du
Retail/Office		34,942 sf		69,910 sf		147,720 sf
Change from existing				+34,970 sf		+112,778 sf
% change from existing				100.1%		323%

du = dwelling units

sf = square feet of retail/office floor area

Development Assumptions used in Table 2:**(a) According to existing zoning:**

- Retail, (including offices) @ 2 stories and 25% bldg coverage
- Multi-Family-Planned Dev @ 8 units per acre
- Apartments @ 43 units per acre
- Single-family @ 3.25 units per acre

(b) According to proposed policies zoning:

- Retail/mixed use, (including offices) @ 2 stories and 40% bldg coverage
- Multi-Family-Planned Dev @ 8 units per acre

These options were explored by the Master Plan Advisory Committee and the pros and cons of the various alternatives were discussed. The consensus of the committee was that the Area 6, behind the new Fire Station, is not suitable for new residential development and at this time, should remain targeted for open space. Additionally, the commercial area along Ridge Road in the vicinity of the Memphis Avenue intersection is also suitable to be included in a new Mixed-Use zoning district.

FOCUS AREA 3: BROOKPARK ROAD

The Plan envisions a coordinated mix of commercial and industrial businesses operating within a uniform streetscape along Brookpark Road. Streetscaping amenities such as street paving, street furniture, landscaping including trees and other plantings, awnings and marquees, signs and lighting all contribute to a coordinated and attractive sense of place.

Brookpark Road was chosen as a focus area because of the high number of retail establishments, especially big box businesses that predominate the corridor. Many of these businesses compete for shoppers and offer expansive parking lots, huge storefront signage and little landscaping. The visual and aesthetic qualities of Brookpark Road are a focus of this area.

Location/Description

The focus area runs from the City's western border with Cleveland to its eastern border along Ridge Road and includes all the properties on the north side of Brookpark Road. The northern boundary of the focus area is the CSX rail road tracks. Brookpark Road serves as the City's southern municipal boundary and the properties on the south side of Brookpark Road are located within the City of Parma.

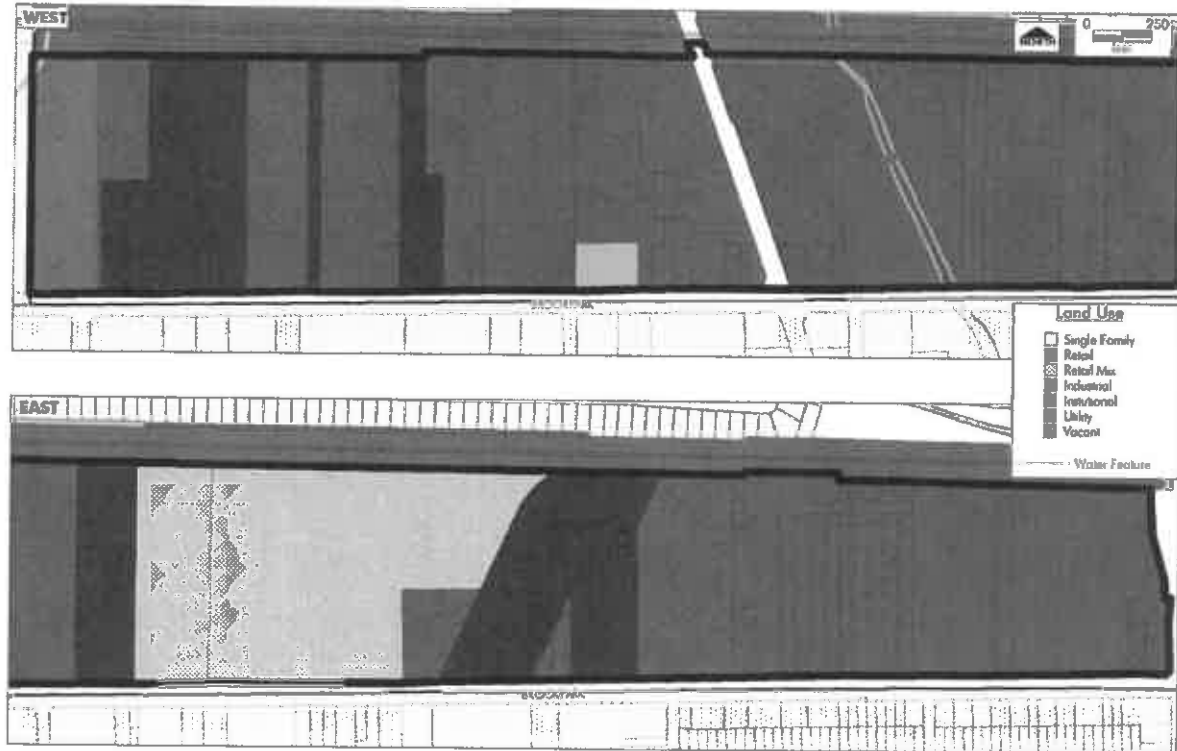
Figure 8: Aerial Perspective, Brookpark Road Focus Area 3



Land Uses

As Figure 9 shows, a range of land uses are located in this focus area. However, retail uses are the dominant land use. Industrial land uses are also scattered throughout the corridor. An institutional/governmental land use, the U.S. Army Reserve, is located at the corridor's western end. In total, there are about seven acres of vacant land located along the corridor. Just outside of the Brookpark Road focus area is a set of railroad tracks, a utility land use.

Figure 9: Existing Land Uses, Brookpark Road Focus Area 3



Site Size

The focus area is approximately 245 acres in size, made up of fifty-nine (59) different parcels. In terms of building floor area, there is roughly 1,703,600 square feet of total building coverage within this corridor.

Valuation

The Cuyahoga County Auditor's Office has estimated the taxable market value of this focus area to be more than \$90,788,140 in 2005. The vacant parcels are reported to have an average market value of \$132,000 an acre.

Zoning

The Brookpark Road Corridor is zoned G-B General Business east of Tiedeman Road and L-I Limited Industrial west of Tiedeman Road.

Existing Conditions

Brookpark Road is a state route and is known as SR 17. As such, the Ohio Department of Transportation (ODOT) oversees the maintenance and improvement of the right-of-way. Any change to the roadway would need to be approved and coordinated by ODOT.

The City Engineer has rated the street pavement and curb conditions as “Fair”. Other infrastructure such as storm and sanitary sewers were not reported but the water mains located on Brookpark Road were considered “Excellent” according to the City Engineer.

Issues

Brookpark Road has numerous regional and national businesses that attract consumers and employees from the City and surrounding communities. These businesses help shape the character of street with the size and layout of their properties.

The corridor acts as a regional connector and has heavy volumes of traffic, approximately 20,280 vehicles per day in 2003 according to ODOT. In comparison, traffic volume along Brooklyn’s portion of I-480 was more than six times that along Brookpark Road. Traffic volumes ranged from 20,626 to 29,725 vehicles per day along Brooklyn sections of Brookpark Road (Cuyahoga County Engineer, 1999) with concentrations around commercial destinations.

The appearance of the corridor is also greatly influenced by the south side of the street, which is actually in the City of Parma. The center of the roadway acts as the municipal boundary between the two communities.

There are large, expansive parking lots that dominate the front of many business properties. Many of these parking areas are devoid of any landscaping amenities within the parking lot and few provide landscaping on the periphery. In comparison however, several area businesses demonstrate preferred landscaping amenities and are well maintained. The City should build upon the positive landscaping features that certain businesses have already employed.

As of November 2004, more than 40,000 square feet of building vacancies existed on Brookpark Road. More space was advertised as “Available” than was currently vacant. The recent closing of Kronheims Furniture Outlet (45,000 square feet) further increased the amount of vacant space within the corridor.

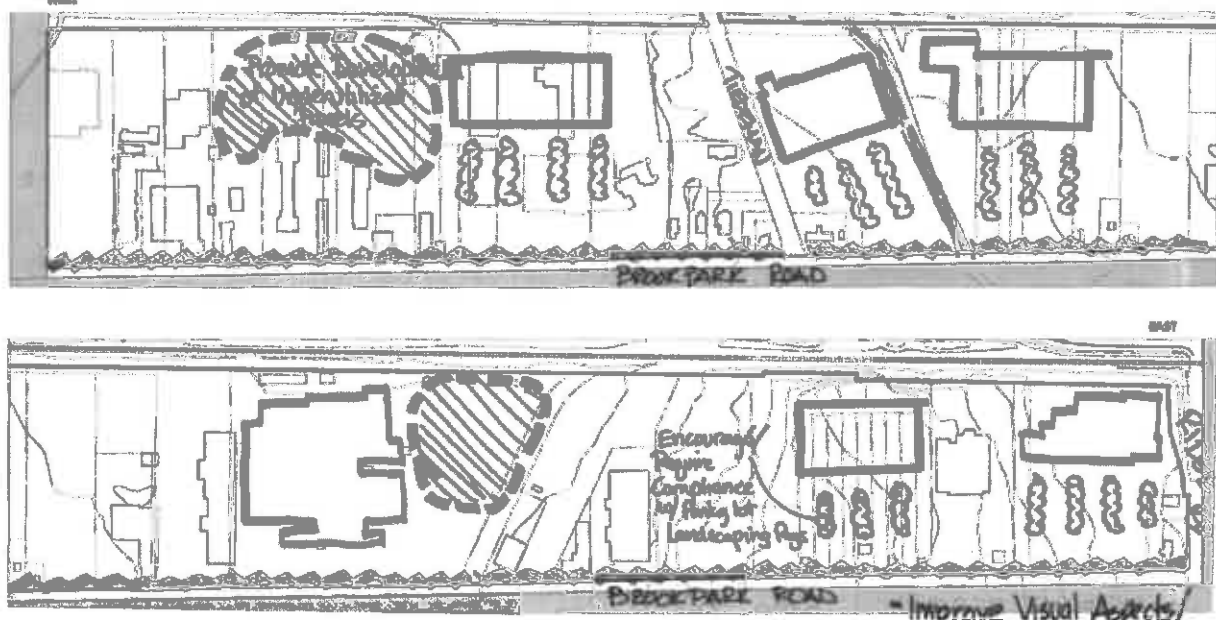
Concepts

In general, Brookpark Road has a lack of streetscape amenities. Additional streetscape improvements and other improvements are needed to enhance the visual aspects of this corridor. Landscaping along the right-of-way is shown on Figure 10 and helps to soften the appearance of the numerous parking areas which line Brookpark Road.

Several properties on both the east and west ends of Brookpark Road are relatively underutilized. The rear portions of the parcels have development potential which could be used for new buildings or public access or open space.

The Master Plan envisions the addition of landscaped islands within expansive parking areas. This is already a requirement of the Brooklyn Planning & Zoning Code yet because much of the corridor is already developed, these lots are legally nonconforming to the code. While it is difficult to require compliance by existing property owners, it is not unreasonable to require these improvements when new construction occurs or when property owners seek other changes to their buildings or grounds in the future.

Figure 10: Conceptual Overview, Brookpark Road Focus Area 3



FOCUS AREA 4: TIEDEMAN ROAD

The Tiedeman Road corridor was selected as a Focus Area for several reasons. The overall nature of the street has changed over the years. Tiedeman Road has developed into a four lane arterial that carries approximately 30,000 vehicles daily, of which about five percent (1,500 vehicles) are commercial trucks. Also, this area is somewhat isolated from the rest of the residential neighborhoods in the City, and the significant lot sizes are unlike other residential properties throughout Brooklyn. This area is explored because of its potential for long-term industrial development where businesses can take advantage of proximity to the I-480 corridor and expanded regional highway network.

Location/Description

Focus Area 4 encompasses the length of Tiedeman Road from Memphis Avenue as its northernmost boundary to I-480 as its southernmost boundary. The western boundary is formed by the CSX railroad line while the Big Creek valley forms a natural boundary to the east.

Figure 11: Aerial Perspective, Tiedeman Road Focus Area 4



Land Uses

Generally, two types of land uses make up this focus area: residential properties on the east side and northern west side, and industrial uses (with some vacant land) on west side of Tiedeman Road. A church and its associated school are also located at the upper eastside of this focus area.

There is a small residential subdivision located at the north end of Tiedeman, on both the east and west sides of the street. The Manoa Avenue subdivision was developed in the 1940s and is comprised of 21 houses on the west side of Tiedeman and 28 houses on the east side of Tiedeman. See Figure 12 for existing land uses within this focus area.

Site Size

The focus area is about 260 acres in size. This focus area has the largest number of parcels, approximately one hundred and seventy six (176) parcels and is the largest in total size.

The typical lot size for industrial uses along Tiedeman Road is between five and six acres, with about 350 feet of frontage and lot depth of 730 feet. On the east side of the street, many of the residential parcels are long and narrow, with the ridge line for the Big Creek valley forming the rear lot line. These parcels range in depth from 600 to 1,000 feet. In contrast, small lot housing, with lot depths averaging 150 feet, was developed on the east side of Big Creek. Most of the homes on the east side of Tiedeman Road back up to and look out over the Creek.

Figure 12: Existing Land Use, Tiedeman Road Focus Area 4



Zoning

There are five different zoning districts within this focus area: The north end of Tiedeman is zoned for commercial – R-B Retail Business at the intersection, and G-B General Business to the west, adjacent to the railroad tracks; east of the R-B zoning, there is an apartment complex zoned A-H Apartment House; the Manoa subdivision and the eastern portion of this focus area is zoned SF-DH Single-Family Dwelling House District; and the remainder of the western side of Tiedeman is zoned L-I Limited Industrial.

Valuation

In 2005, the estimated taxable market value of this focus area is more than \$198,547,500 according to the

Cuyahoga County Auditor's Office. Approximately 1,346,715 square feet of building coverage is located within this focus area.

The market value of vacant land reported by the Cuyahoga County Auditor's Office is a function of its zoning. In the Tiedeman Road focus area, vacant land that is currently zoned for commercial uses (R-B Retail Business or G-B General Business) has an average value per acre of \$53,900, while vacant land zoned L-I Limited Industrial has an average value per acre of \$68,700. In contrast, vacant land in this focus area that is currently zoned for single-family use has an average value per acre of \$17,800.

Recent Investment (1990 to 2004)

In 1992, the Plain Dealer acquired a 73 acre parcel and constructed its assembly and distribution plant. This site, located adjacent to I-480, was chosen for its proximity to and visibility from the highway network.

Existing Conditions

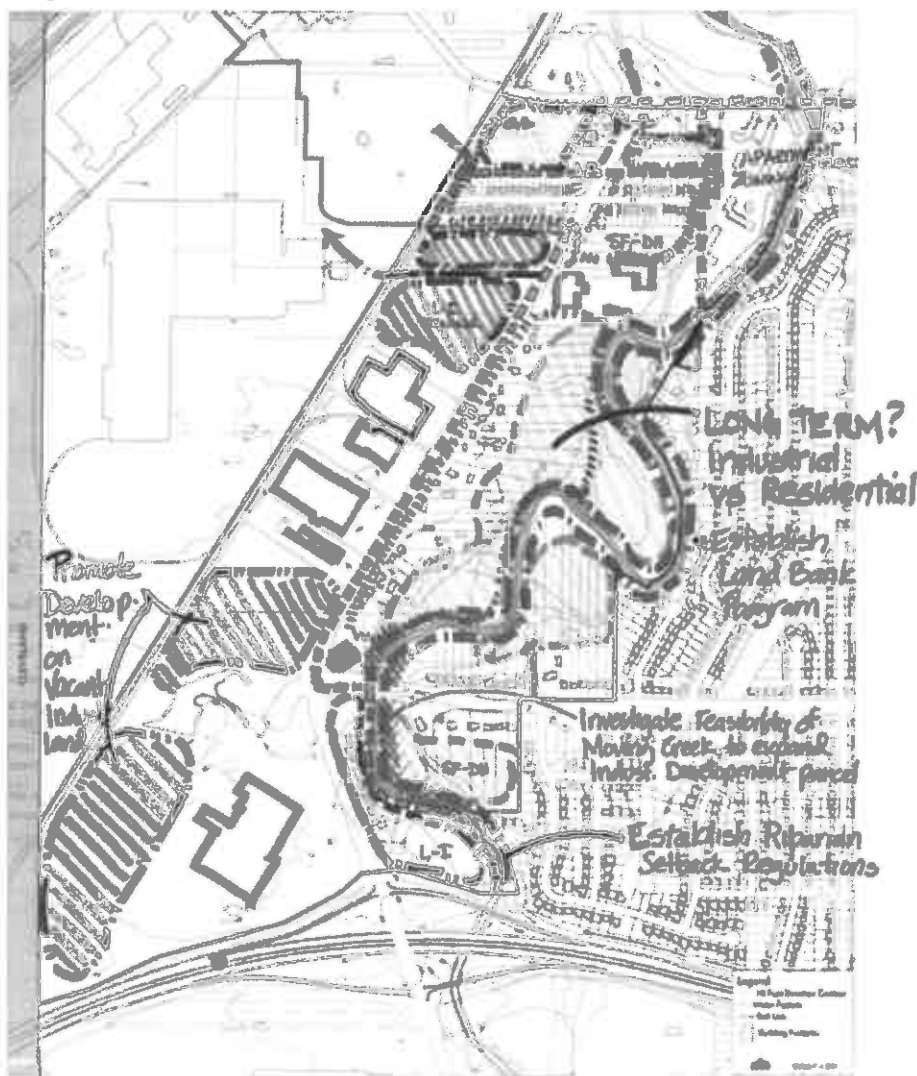
The Tiedeman Road street pavement, curbs and sanitary sewers were upgraded in 1980 and are reported to be in "Good" condition according to the City Engineer. The water mains date back to 1936 and are reported to be in "Fair" condition.

Issues

Residential development along the east side of Tiedeman occurred primarily in the 1940s and 1950s. Shortly thereafter, the west side of Tiedeman began to be developed with industrial uses. Major improvements were made to Tiedeman Road and this street has become a major arterial for employee and truck traffic going to and from commercial and industrial uses along Tiedeman and Memphis as well as other area employers such as American Greetings.

Land across the street from the Plain Dealer is a prime development site that could take advantage of the visibility to the I-480 highway, but the area is bisected by the Big Creek valley, which provides challenges to

Figure 13: Tiedeman Road Focus Area 4



development. There are approximately 20 acres of vacant land zoned for commercial or industrial use on the west side of Tiedeman.

Concepts

Some of the concepts reviewed as part of the Master Plan include exploring the long-term character of the area and whether the east side of Tiedeman Road would remain residential in the future. Because the character of Tiedeman Road has changed significantly in recent decades, the Master Plan is compelled to consider the future character of this corridor. Beginning in the 1960's, the west side of Tiedeman Road has shifted from a residential area to an industrial area. In the early 1990's, The Plain Dealer opened its assembly and distribution facility which dramatically changed the character of the area at Tiedeman and Biddulph Roads. American Greetings' Headquarters have been a presence on the area, but has been buffered from the residential uses nearby. However, all of these nonresidential uses contribute to heavy volumes of traffic and trucks along Tiedeman Road.

There are several vacant parcels of land located on the west side of Tiedeman where land is currently zoned L-I Limited Industrial. At the north end of the corridor, vacant land west of Tiedeman is zoned G-B General Business with the exception of about 250 feet that fronts on Tiedeman Road which is zoned R-B Retail Business. Before any additional land is rezoned in the corridor, development on these vacant parcels or other industrial areas in the City should be promoted and encouraged first.

The Master Plan Advisory Committee envisions Riparian Setback regulations within this corridor in order to protect the Big Creek that runs along the eastern edge of this focus area. Riparian protection setbacks would benefit the long-term health of the Creek by prohibiting development within so many feet of the creek edge. Riparian setback regulations could be used for residential and nonresidential developments.

The residential area along the east side of Tiedeman is a unique area in the City. Residents along Tiedeman value the larger house lots, the relative isolation afforded from having the large wooded area along the Creek behind them and the proximity to the Creek's large natural habitat. Traffic, noise and litter are constant problems that will need to be addressed if this area is to be retained as a residential environment.

Another concept that was considered includes investigating the feasibility of moving a section of Big Creek (south of Biddulph only) in order to increase the development potential of these parcels. This area is currently zoned L-I Limited Industrial, yet most of the parcels are too shallow for the type of development permitted.

FOCUS AREA 5: MEMPHIS AVENUE WEST END

The western end of Memphis Avenue is envisioned to be a welcoming gateway as visitors, residents, and business employees travel through this area. A mix of businesses, primarily industrial in nature, can take advantage of access to Interstate 71 and other highway systems, especially if alternative truck routes materialize.

The Master Plan Advisory Committee selected the west end of Memphis Avenue as a focus area for several reasons. This area has changed in character over the years from a commercial destination with retail stores and entertainment venues. While the entertainment venues are still operational, the west end of Memphis Avenue has become more industrial in nature with multiple trucking enterprises.

Location/Description

This focus area is at the City's western border with the Village of Linndale. The north and south sides of Memphis Avenue are included in this area. Interstate 71 provides the northern boundary, the CSX railroad line provides the eastern boundary, and the City's municipal border provides the western boundary. The American Greetings' property acts as the southern property.

Figure 14: Aerial Perspective, Memphis Avenue West End Focus Area 5



Land Uses

A mix of land uses is currently on this site including Industrial, governmental, vacant retail, and commercial (Drive-In theater).

Site Size

The focus area is approximately 112 acres in size and comprised of roughly 18 parcels.

Valuation

The estimated taxable market value of this focus area was more than \$18,577,600 according to the 2005 Cuyahoga County Auditor's records.

Zoning

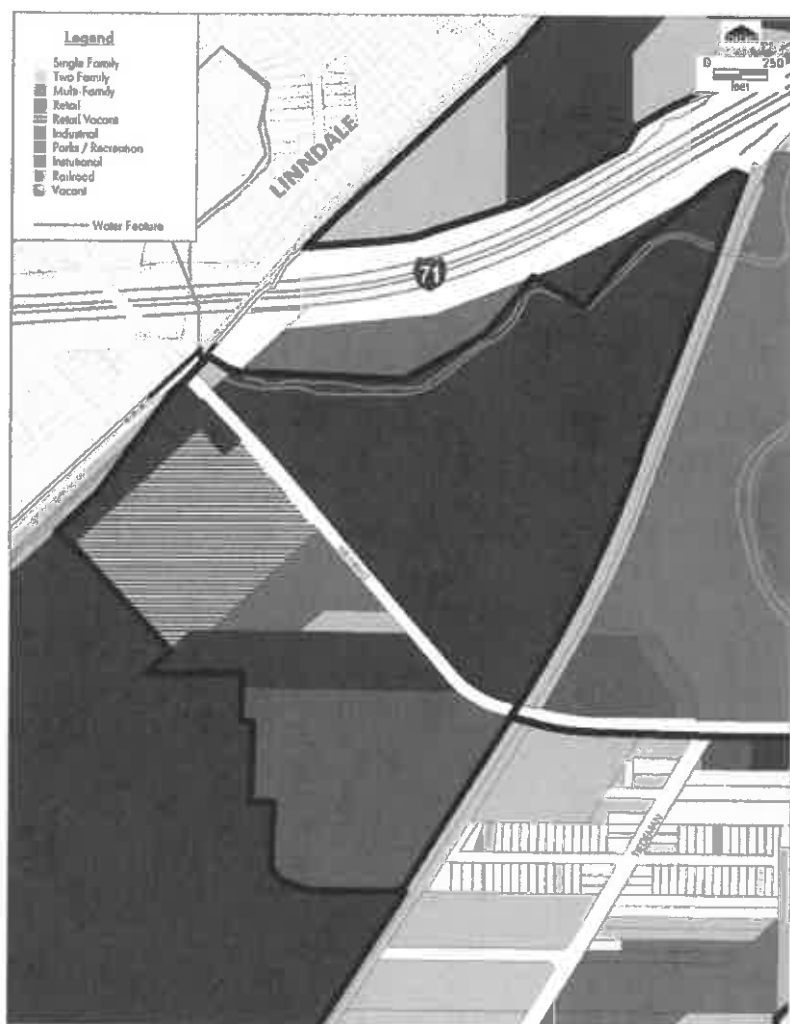
Most of the properties that front on Memphis Avenue are classified as G-B General Business District to a depth of approximately 150 feet from the roadway.

The vacant retail building on the west side of Memphis Avenue however, is zoned R-B Retail Business District, while the remainder of the land in this focus area is zoned G-I General Industrial.

Recent Investment (1990 to 2004)

Since 2000, this area has developed as a location for large truck terminals with the establishment of USF Holland Trucking and Bridge Terminal Transport. These new developments have provided a berm and landscaped screening along the front of their developments, which helps to obscure the view of the truck storage on site.

Figure 15: Existing Land Uses, Memphis Avenue West End Focus Area 5



new retail development to this part of the city is contrary to overall retail policies established by the Master Plan.

Issues

This area is right at the City's western gateway with the City of Cleveland. This is a major entry point into Brooklyn for people traveling to I-71 and exiting at the West 130th exit. The appearance of the entire Memphis corridor contributes to and shapes residents' and outside visitors' image of the city. The unsightly railroad overpass within this focus area needs to be rebuilt and provides an opportunity to improve the visual quality of the area.

The commercial building on the south side of Memphis Road has recently become vacant. The site has a large expansive parking lot in front of the building, with no front yard landscaping or other mechanism to soften the appearance of the site.

The G-B General Business zoning has not been utilized in recent years, and attracting

Concepts

Because of the presence of steep slopes at the northern end of the focus area, environmental protection regulations should address development for properties with significant topography changes.

The G-B General Business Zoning classification is no longer suitable for this industrial and trucking-oriented part of Memphis Avenue. Therefore, a rezoning of the frontage properties to G-I General Industrial is appropriate.

One of the main drivers of redevelopment here that is sensitive to the residents that live nearby on Tiedeman Road is the potential to provide an alternative access routes for trucks and other heavy vehicles. The private drive that leads to Ferrous Metals and the American

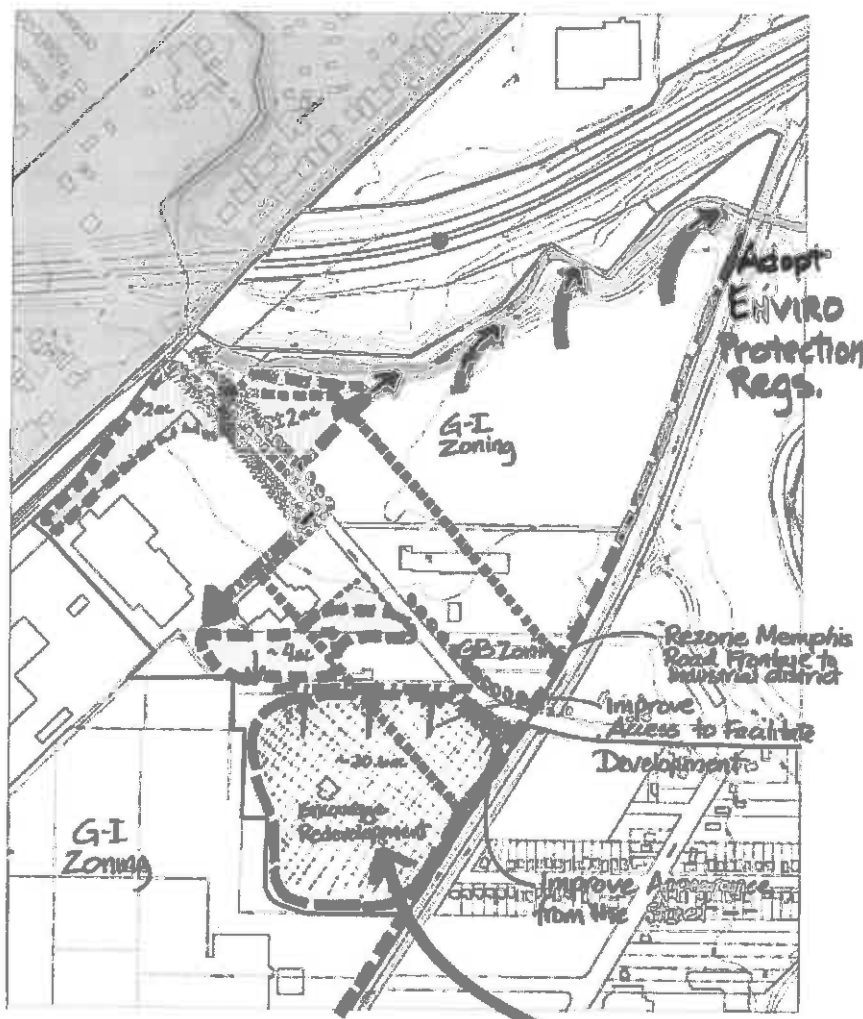
Greetings drive, both of Memphis Avenue could be reconfigured to bring truck traffic over to the City's westernmost border with Cleveland and down to Biddulph Road for additional truck access to I-480.

An alternate route that connects the western end of Memphis Avenue to Biddulph could open up some currently vacant and underutilized parcels that are located south of the HH Gregg's Distribution Center. Some properties on Memphis have additional acreage that could be developed, ranging from two (2) to four (4) acres in size.

Additional landscaping at both ends of this focus area would help improve the appearance from the street. Trees and shrubbery act as natural screen of outdoor storage and provide some noise reduction benefits as well.

Another concept explored is to encourage redevelopment at the Memphis Drive-In Theater. This property is more than 20 acres in size and while still seasonally operated, it is relatively underutilized.

Figure 16: Conceptual Overview, Memphis Avenue West End Focus Area 5



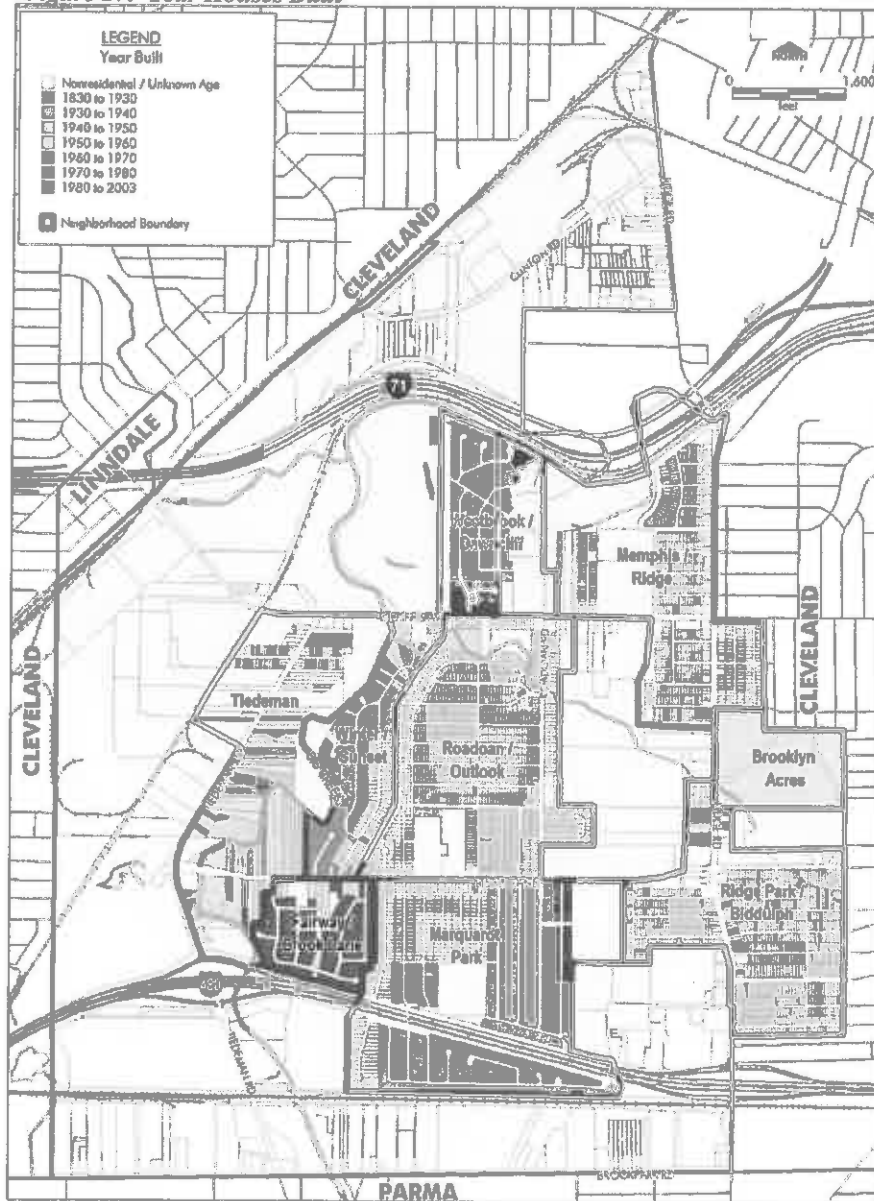
FOCUS AREA 6: RESIDENTIAL NEIGHBORHOODS

In the Fall of 2004, a Community Survey was conducted as part of the planning process. The purpose of the survey was to gather input from residents about their likes, dislikes and goals for the City. It was clear from the results of the survey that residents are concerned about the ongoing condition of houses and neighborhoods.

In Brooklyn, it is clear from a review of data from the County Auditor's office that many of the residential areas in Brooklyn were built in concentrated time frames, creating cohesive and homogenous neighborhoods where houses share many physical characteristics. To assist in the planning process, the residential areas were divided into neighborhoods based on the year the

majority of the homes were built and/or into neighborhoods that are separated from one another by an identifiable boundary such as the CEI easement, etc. The nine neighborhoods are depicted on the city-wide map below.

Figure 17: Year Houses Built



Source: Cuyahoga County Auditor's Office, 2005.

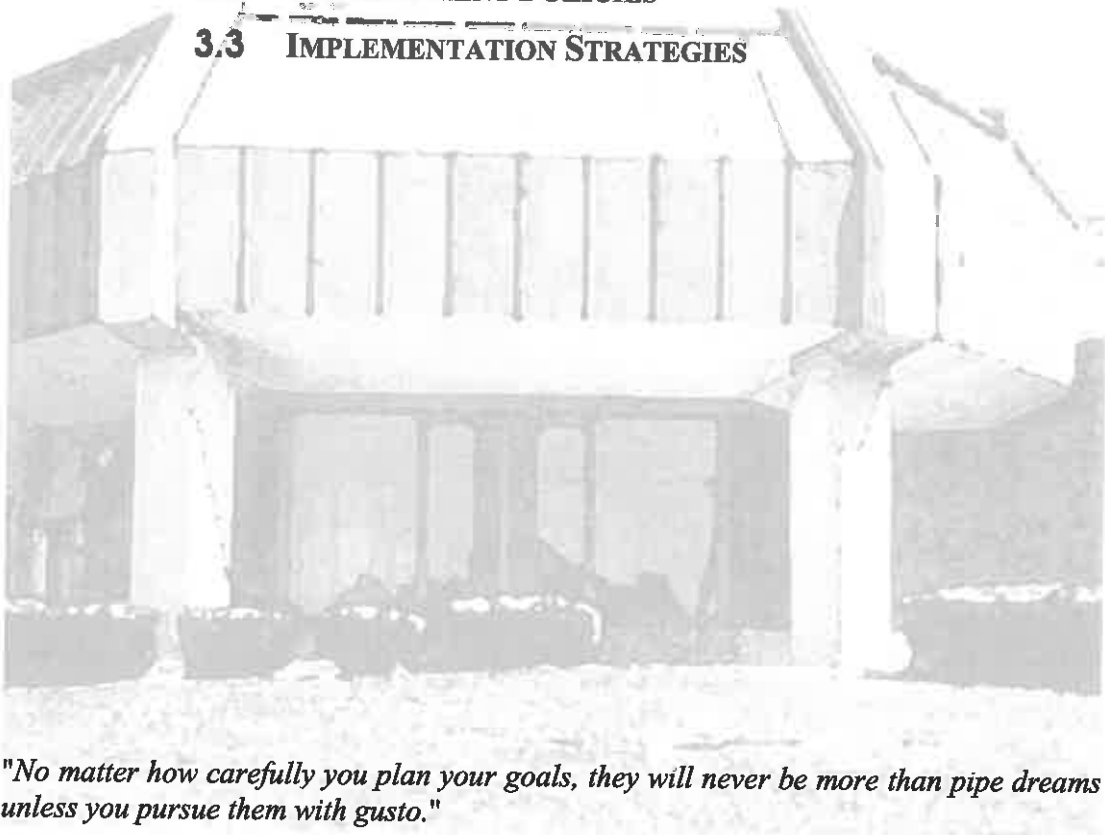
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PART 3 THE PLAN

3.1 GOALS AND OBJECTIVES

3.2 DEVELOPMENT POLICIES

3.3 IMPLEMENTATION STRATEGIES



"No matter how carefully you plan your goals, they will never be more than pipe dreams unless you pursue them with gusto."

~W. Clement Stone

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CHAPTER 3.1

GOALS FOR THE FUTURE OF BROOKLYN

In order to establish appropriate land use and development policies for Brooklyn, it is first necessary to establish the basic direction or vision for the community. Establishing this “basic direction” is accomplished by setting goals, which then help to determine priorities and provide a framework around which to make decisions and organize/prioritize action steps.

Prior to defining the goals, the Brooklyn Master Plan Advisory Committee (MPAC) reviewed assessments of the existing conditions and trends outlined in Part 1 in order to gain an understanding of key issues. Issues were identified during interviews at the beginning of the planning process with a variety of people including members of the Brooklyn Master Plan Advisory Committee, Council members, the Mayor, and City Department Directors and also gathered from the community survey that was conducted in the Fall of 2004.

Using the above input and discussions at the early Master Plan Advisory Committee meetings, the following goals were assembled. These goals are the foundation for the plan to guide its efforts throughout the preparation of the Brooklyn Master Plan. These are long-term goals, and some will be challenging to accomplish, yet the goals form an important part of the Plan: they provide overall guidance and direction, and are supplemented by more detailed objectives and strategies in subsequent chapters.

The goals in this Master Plan highlight areas where Brooklyn aims to do better—to make this a stronger community than it is today. As our City continues to grow and change, different needs will emerge and we must continually stay prepared to successfully adapt and continue to thrive. As Brooklyn reaches its limits on available land, new emphasis will be placed on mixed-use development as well as infill and redevelopment.

This chapter highlights the seven major goals of the Master Plan. The goals are included here as positive statements or expectations of how the City will be or will become in the future.

1. HOUSING /NEIGHBORHOODS - To be a City that Provides Housing Choices and Quality Neighborhoods

Goal: A full range of housing opportunities will be provided to ensure that households have multiple living choices and that current residents who experience changes in their housing needs are offered appropriate housing choices if they prefer to stay in Brooklyn. The existing housing stock and neighborhoods will be well maintained to enhance property values.

2. ECONOMIC DEVELOPMENT - To Have a Diversified Economic Base

Goal: The City's economic base will be diversified and expanded to ensure sufficient resources are available to support the City, to create diverse employment opportunities, and to encourage additional investment and reinvestment in the community.

3. "CITY CENTER" - To Create a Vibrant "City Center" Complex along Memphis Ave

Goal: The Municipal Complex/ Memphis/Ridge Area, which now contains a concentration of public facilities and churches with some limited retail will be a mixed-use, pedestrian-friendly district that offers specialty stores and day-to-day goods and services, provides numerous housing opportunities, continues as the governmental center, and serves as the cultural center of the area.

4. COMMUNITY CHARACTER AND IDENTITY - To Retain and Enhance our "Small Town" Character

Goal: The City will build upon and reinforce its small town character and strive to ensure a quality built environment that supports and encourages community /resident interaction, provides exciting and imaginative development, and ensures minimal impact on the natural environment.

5. COMMUNITY FACILITIES - To Provide Excellent Facilities, Programs, and Services that Enhance the Quality of Life for Residents

Goal: A full range of well-funded community facilities and services will be provided that enhance the City's quality of life and meet increasing needs as the City grows and changes.

6. NATURAL RESOURCES - To Conserve and Preserve our Natural Resources

Goal: Natural resource systems will be preserved, conserved and integrated with both neighborhoods and development to provide a seamless, holistic and sustainable community.

7. TRANSPORTATION / INFRASTRUCTURE - To Provide Excellent Transportation Alternatives and Maintenance

Goal: A multi-modal transportation system will be developed and maintained to meet all needs and which provides balance between motorized and non-motorized travel.

CHAPTER 3.2

DEVELOPMENT POLICIES

The purpose of this Chapter is to set forth the specific policies that advance the goals summarized in Chapter 3.1. These policies address specific use recommendations, development requirements and administrative issues that are important to the ongoing planning agenda of the City.

As discussed earlier, Brooklyn's Master Plan and the planning process defines the City's long-term goals, which establish the general framework or vision for the community. It must be recognized, though, that the specific policy directions chosen to achieve the goals may differ widely. A policy is a "course of action (or inaction) chosen by public authorities to address a given problem or interrelated set of problems."¹ Policy statements are further described as statements of *intention and direction*, yet such policy statements do not consist of details on the specific means to carry out the policies, such as operational programs and details. Such details are contained in the final chapter of this Plan – 3.3 Implementation Strategies.

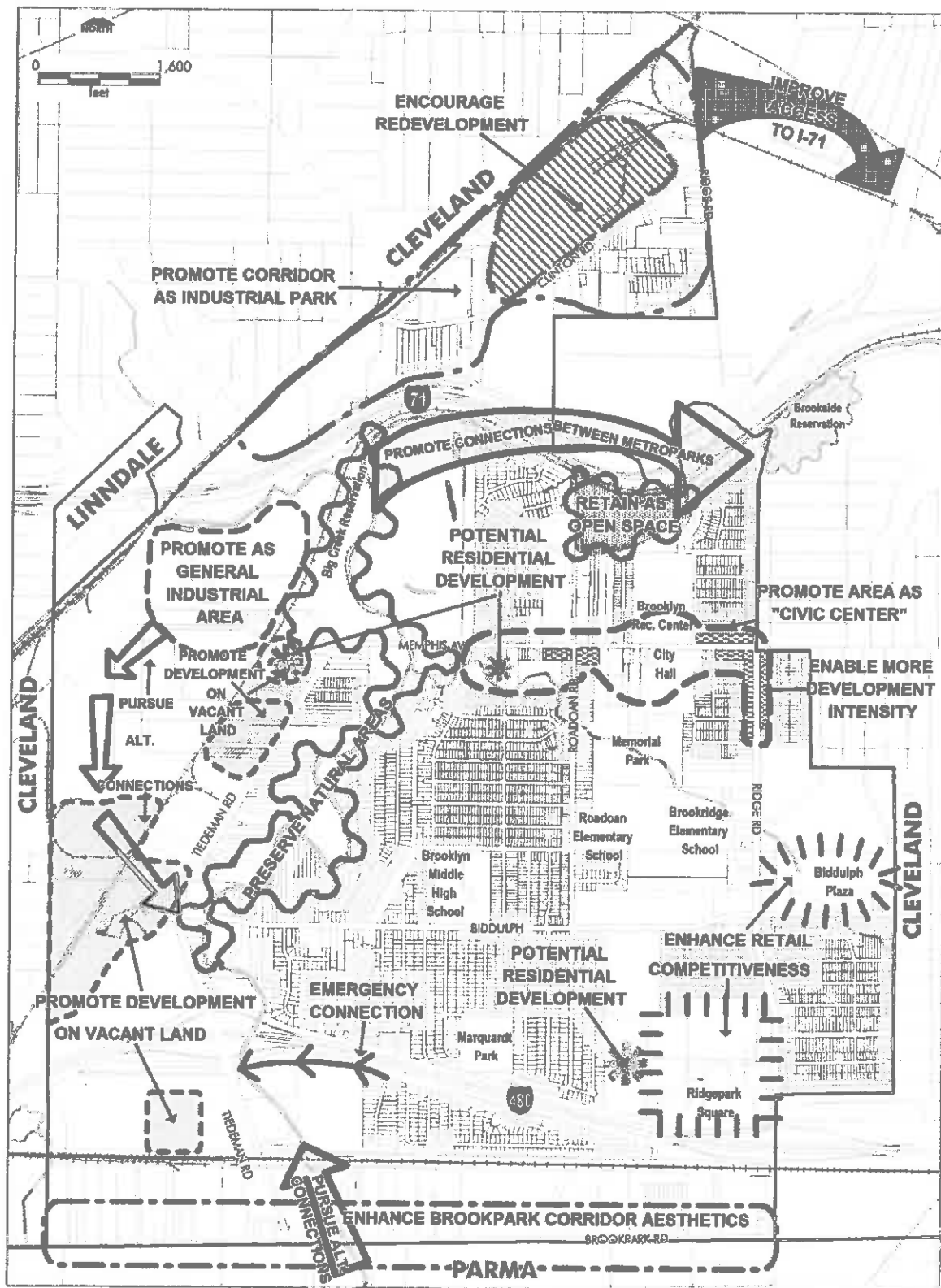
The development policies contained in this chapter are anchored in both a set of values regarding the City's goals and a set of beliefs about the best way of achieving these goals. They are divided into seven sections that correspond to the goals:

1. Housing/Neighborhood
2. Economic Development
3. "City Center"
4. Community Character and Identity
5. Community Facilities
6. Natural Resources
7. Transportation and Infrastructure.

These policies, illustrated on Figure 1, represent the land use directions to be pursued for various areas of the City. However, there are likely to be other areas of the City, not specifically identified in this Plan, which may be significantly impacted in the future – by new development, future road widenings, and/or increased traffic. Therefore, it is important to continually assess areas along major streets and adjoining nonresidential areas so the City is able to respond when existing development patterns are threatened.

¹ Definition of Policy Analysis: Dr. Robert Wolf, School of Policy Studies, Queen's University.
<http://www.ginsler.com/html/toolbox.htm>

Figure 1: City-Wide Plan



1 HOUSING / NEIGHBORHOOD

1.1. Promote Housing Choices For All Stages Of Life.

The City supports expanding the diversity of housing options available in the City and will facilitate, where feasible, the opportunity for the development of new types of housing so as to retain existing residents in the community and facilitate reinvestment and upgrades to its housing stock. At the same time, this policy must be delicately balanced by the City's goal of preserving remaining areas of open space.

A. Provide for Larger Single Family Homes.

The community survey results indicate that the most frequent reason for moving out of the City is to purchase a larger house, and over 50% of the survey respondents support the construction of new homes on lots larger than 6,000 square feet. There is a need for “move-up” housing for families who wish to remain in the City. The type of housing needed to serve the market would provide at least 2,000 square feet with at least three bedrooms and two bathrooms. Unfortunately, since the City has very little land left for development, this objective will be difficult to accomplish. The following strategies support the provision of newer, more modern housing options for young families and older adults:



New construction of a larger single-family home

- 1 Identify additional appropriate remaining vacant or underutilized land that is suitable for providing larger, single-family housing alternatives, and enable private development to meet the needs of this segment of potential home buyers.
- 2 Support the expansion of individual single-family homes when the lot size permits. The zoning code requirements need to be revised to reduce obstacles to such expansion, while still ensuring sufficient separation between units. There have been prototypes developed for expanding smaller homes to provide larger living and eating areas, see Figures 2 and 3 on the following pages. The drawings, developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002, capitalize on the most desirable features of this housing type: a compact floor plan and a first floor bedroom. Many of the bungalow designs show an expanded master bedroom on the first floor, an

appealing feature for many home owners. These designs also help to add visual diversity to neighborhoods.

- 3 Support the replacement of individual single-family homes in older neighborhoods - especially where there is a concentration of rental units-- with slightly larger, more modern housing.
- 4 Consider enabling the redevelopment of certain existing residential “pockets” with larger, single family housing units. This policy can be coupled with an aggressive approach to acquiring abandoned homes (in the event this occurs) so to stem the blighting influence of a neglected property.

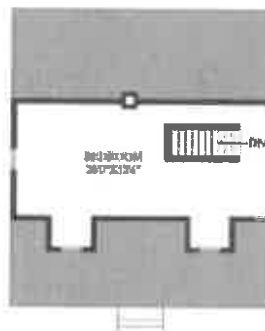
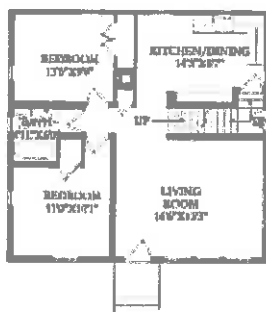
Figure 2: Attic Expansion – Two-Story Gable

In this alternative, a second story gabled addition is added to the front and back of the existing house. The kitchen is relocated to accommodate a new dining room. One bedroom downstairs is retained; this room could also function as a study or a home office. The upstairs has two bedrooms and a bath, plus a study or play area.

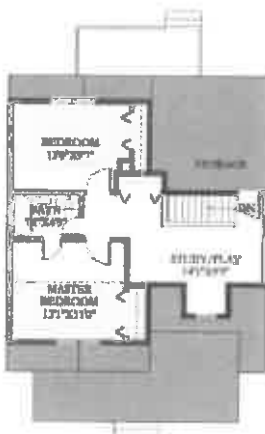
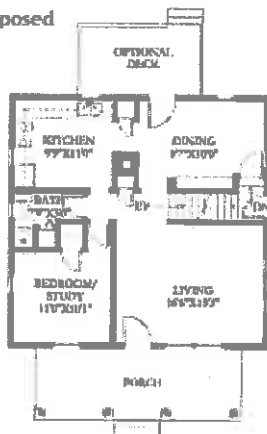
- Existing area: 1,242 SF
- Proposed area: 1,424 SF



Existing



Proposed

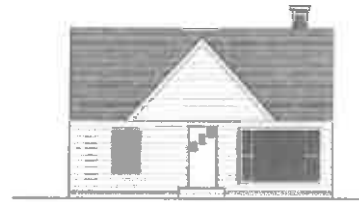
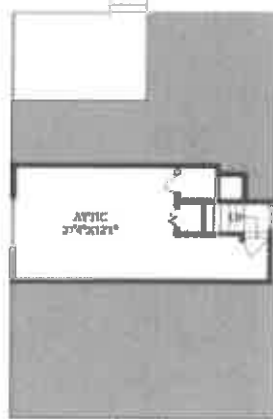
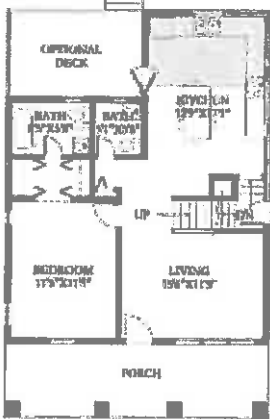


Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

Figure 3: First Floor Expansion – “Western Bungalow”

This design features a small addition to the first floor; the kitchen is expanded to include an eating area. One bathroom is relocated and a new half-bath is added. There is an optional rear deck. From the exterior, the house is transformed into a craftsman style or “western” bungalow, with overhanging eaves, a full-width front porch and tapered porch columns.

- Existing area: 1,122 SF
- Proposed area: 1,183 SF

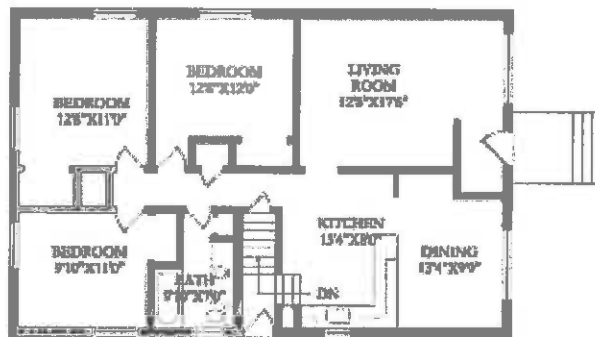
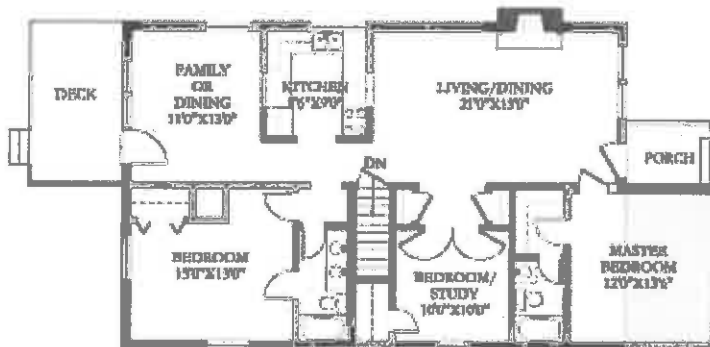
**Existing****Proposed**

Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

Figure 4: Ranch "Bungaranchalow"

This alternative provides a larger kitchen and a more efficient living and dining area. The front addition offers a new image for the house and creates a large master bedroom. The revised layout allows direct backyard access from the living area via a new rear deck.

- Existing area: 1,204 SF
- Proposed area: 1,316 SF

**Existing****Proposed**

Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

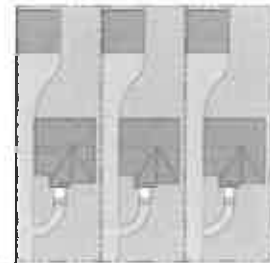
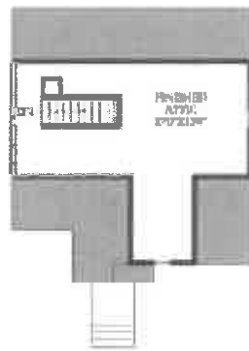
Figure 5: Lot Expansion – Attached Garage/Master Suite

This design scheme looks at the possibility of acquiring adjacent lots to expand an existing house. One-half of an adjacent lot could be used to add an attached two-car garage to the house. A half lot on the other side of the house could be used for a master bedroom addition with a full bath and a walk-in closet. These additions could be implemented separately, depending on the availability of adjacent lots.

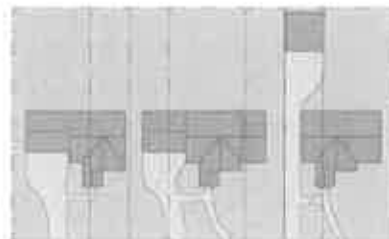
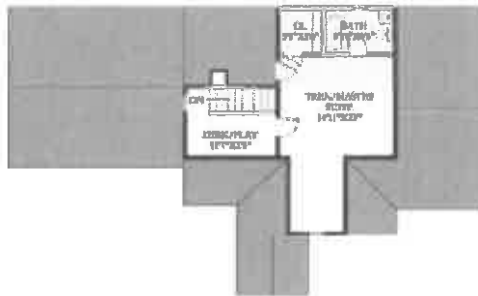
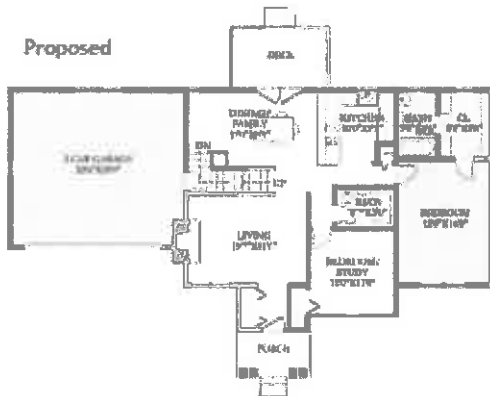
- Existing area: 1,303 SF
- Proposed area: 2,083 SF (340 SF addition, 440 SF garage)



Existing



Proposed



Source: Developed by CityArchitecture, Inc., and featured in First Suburbs Consortium Housing Initiative, *Bungalows: Unit Designs and Neighborhood Improvement Concepts*, November, 2002.

B. Allow for New Attached/Cluster “No Maintenance” Homes.

Encourage the construction of a limited number of new attached and cluster housing in selected locations that can serve as transitions between uses or as infill development, and which can provide for the needs of seniors and others who are looking for maintenance-free living. According to the community survey, there is widespread support for alternative housing options for older adults, including assisted living units, condominiums, cluster housing and apartments.

Identify appropriate remaining vacant or underutilized land that is suitable for providing cluster housing/townhouse alternatives, and enable private development to meet the needs of this segment of potential home buyers. The one location where similar types of development have been proposed – the remaining vacant parcels at the eastern end of Northcliff Avenue – is a prime location for this type of housing: it is close to retail, established bus lines and the highway, and is sufficiently buffered from established single-family neighborhoods.

C. Encourage Infill Development.

Scattered vacant sites can become eyesores in a neighborhood and can be prime locations for development. At the same time, infill development needs to be sensitive to the existing housing character nearby.

D. Mechanisms to accomplish these policies include:

- 1 Continue to explore locations for future residential development. Some vacant land in the City is appropriate for a range of uses, depending on the orientation of the buildings, landscaping and buffering and access to the existing street system. For example, vacant land at the north end of Tiedeman along Memphis Avenue, currently zoned for commercial, could be developed with multi-family or cluster housing that is more oriented to the interior of the parcel if the access issues can be solved. Other locations, because of topography and other environmental constraints will only be developed if regulations for development are made more flexible to allow for more creative layouts. This includes parcels in the “City Center” area along Memphis, especially in the vicinity of Roadman that are traversed by Stickney Creek.
- 2 Establish Planned Residential Development (PRD) Regulations. PRD regulations are a means of enabling increased flexibility in terms of the arrangement and mix of residential uses. Because there are very few sites left for development, and some of the remaining areas have environmental constraints, PRD regulations would enable flexibility and allow for preservation of a site’s unique natural features as permanent open space. Such new zoning regulations would include the following principles:
 - Control the density while allowing greater flexibility in the placement of dwelling units. This enables developers to design around and therefore conserve landforms, trees and other natural features and protect streams. Requiring the establishment of a homeowners association ensures maintenance and preservation of these features when they are preserved as natural open space.

- Permit greater flexibility in the arrangement of dwelling units by not requiring all units to be on lots. It is important to provide flexibility in the arrangement of units so that development can be designed around natural features that are to be preserved.
 - Whenever a development site includes sensitive natural features, encourage those areas to be set aside as common, “restricted” open space, without lessening the development potential of the site.
 - Require the perpetual maintenance of common open space. Include requirements for the establishment of a homeowners association to protect and maintain the open space. Require the homeowner’s association covenants and restrictions to be submitted at the time the proposed project is reviewed by the City.
 - Establish the PRD as a permitted development option in the SF-DH and DH zoning districts, with specific development standards to ensure compatibility with neighboring residential development.
 - Establish procedures for the Planning Commission to review and approve developers’ plans to ensure that the objectives of the PRD regulations are accomplished with each proposed development.
- 3 Expand the averaging provisions in the Zoning Code to allow infill development to have the same side and rear yard setbacks that are typical for the surrounding homes. The zoning regulations current include an averaging provision for the front yard setback.

1.2. Enhance the Quality of the Neighborhoods.

Context affects the market value of a house. A beautifully rehabbed bungalow will still lack market appeal if the surrounding neighborhood is not attractive to prospective residents. There are a number of well-kept neighborhoods in the City, as evidenced in the photos below, yet the quality of a neighborhood can quickly deteriorate if homes and properties are not maintained.



A. Encourage Home Ownership.

According to a recent poll conducted by the Homeownership Alliance, a majority of Americans believe owning their own home leads to personal financial security, improved school performance for their children and greater community involvement. The poll also finds that homeowners as a whole are more likely to vote.

- 1 Provide Education Opportunities. Provide housing seminars for first time home buyers, to educate buyers on the assistance available from various state/local programs, the rights of the buyer, details on mortgages and lenders, etc. These could be coordinated with area realtors and banks.
- 2 Encourage multi-family developments to provide ownership of units. There are already a number of rental apartments in the City. In recent years there has been growing acceptance of condominium ownership of townhouses and other forms of multi-family housing.

B. Encourage Property Maintenance, Repair and Rehabilitation.

- 1 Increase enforcement of current maintenance regulations.
- 2 Continue the City's housing inspection programs and consider expanding to include regulations for rental units.
- 3 Provide access to home repair and loan programs for homeowners of modest incomes that can make it more feasible to keep properties in good repair. Over 70% of the community survey responses were in favor of providing community funding for such programs for residents.
- 4 Provide educational seminars (or encourage the establishment of a non-profit organization to provide them) on home maintenance and repairs.
- 5 Recognize property owners who provide exemplary "curb appeal" and/or major home renovations. Work with area businesses to sponsor a home improvement/recognition program of such properties.

**C. Continue and, where possible, Expand City Services That Benefit Residents.**

City services for older residents such as grass cutting and snow removal help older and less independent residents stay in their homes. Other services such as mosquito control and animal control help maintain residents' quality of life. According to the community survey over 80% of the respondents supported an increase in the City's effort to control mosquitoes, while more than 65% supported an increase in control of wild and domestic animals.

1.3. Provide Safe Travel Environments In Residential Areas.

A connected community brings residents together through a local and citywide system of pedestrian walkways, bike trails, public transit opportunities, and functional streets for vehicles. Yet, spillover of vehicle traffic into the neighborhoods is a safety and quality of life concern that jeopardizes connectedness. Such situations require the City to better manage local traffic flows and to preclude non-residential traffic from using the City's local streets as a way of avoiding congested main roads. Doing so will improve connectivity and help to link neighborhoods and places to one another, and to open spaces, bike trails, and other desirable recreational/outdoor places, and to transit. Well-connected neighborhoods that are safe for residents, pedestrians and cyclists encourage social interaction and cultural events, allow outdoor experiences to be more spontaneous and accessible, decrease pollution by encouraging alternative transportation modes, and allow for healthier lifestyles by allowing walking and bicycling.

A. Reduce cut-through traffic in residential areas.

- 1 Limit turn movements off major arterials during busy travel periods.
- 2 Consider end-of-street closures (i.e. cul-de-sacs) on designated local streets for possible conversion to pedestrian plazas, especially along Ridge Road, in the vicinity of Ridge Park Square.
- 3 Evaluate the feasibility of traffic calming mechanisms for problem areas—speed bumps and other local street design strategies that seek to slow traffic down in residential neighborhoods. See Appendix I for details on the various traffic calming measures available.

B. Monitor and quickly address deteriorating street and sidewalk conditions in neighborhoods on a systematic basis. According to the community survey, the conditions of the streets and sidewalks in certain neighborhoods were a concern of residents.

- 1 Formalize the Five-Year Capital Improvement Plan and annual street inspection using project planning/database software. While the City currently conducts an annual street inspection, utilizing a comprehensive database of street statistics coupled with the inspections will ensure that street repairs and maintenance are handled systematically on a rotating basis. Encourage service workers to make notes of street conditions while conducting trash pickup and other routine repairs in neighborhoods.
- 2 Encourage participation in the City's hazards 'hotline' where residents can call in or log on to the City's website



to report problem areas, and make sure the location on the website can be found easily by residents.

C. Make the City more bicycle-friendly in order to increase the percentage of trips made by bicycle. The term “bike planning” is used to describe the process of improving the safety and “ridability” for bicyclists. This involves keeping bicyclists’ needs in mind when building new streets, repaving existing streets, designing bike lanes, paths, and routes, installing bicycle parking and implementing bus transit projects. Increasing biking as a form of transportation provides a number of benefits: improves health and well-being by promoting routine physical activity; reduces congestion by shifting short trips (the majority of trips in cities) out of cars; and increases independence, especially among seniors and young people; by providing a greater choice of safe travel modes. In addition, research shows that increasing the number of bicyclists on the street improves bicycle safety. Many Brooklyn neighborhoods are already conducive to cycling because of their compactness with few major streets dissecting them. Additional steps to increasing the “bikability” of Brooklyn include:

- 1 Planning, designing and signing (making the public aware) a bicycle route network, especially one that connects neighborhoods to each other and to major community facilities, See Appendix J for more details on bike planning;
- 2 Installing bicycle parking, and other bicycle amenities in key locations;
- 3 Promoting bicycling in the City through flyers and events, including co-sponsored events with the schools aimed at encouraging school children to ride their bikes to school;
- 4 Encouraging linkages with neighboring cities and existing bike/trail systems to create a regional approach to a connected bike/trail system; and
- 5 Establishing a plan for obtaining the funds to implement the above items. It is easier to get funding to pay for bicycle facilities when the facilities are part of an overall plan.



2 ECONOMIC DEVELOPMENT

2.1. Preserve And Enhance The City's Non-Residential Tax Base.

As a built-up community, the City must be strategic about the use of any remaining vacant land and pursue the redevelopment of areas that are currently under performing or are not fully utilized. Following are a range of policies that are intended to spark reinvestment in the community in order to remain economically competitive. These key strategies are summarized below.

A. Retain Existing Industrial, Office and Commercial Establishments.

- 1 Work with the Chamber of Commerce to periodically assess the needs of the existing employers and to maintain a flow of communication and foster relationships between the City, the Chamber and businesses.
- 2 Continue to meet periodically with Chamber representatives to identify issues and possible strategies to encourage business retention and expansion and to provide an ongoing mechanism for communicating with the businesses in the City.
- 3 More fully fund the Economic Development Coordinator position and reposition it to better enable the administrator to meet the needs of existing businesses as well as to actively recruit new employers to locate in Brooklyn.

B. Enhance the Competitiveness of Retail Areas.

The City should encourage and enhance the competitiveness of retail by working with owners to maintain an appropriate tenant mix and to upgrade the quality and design of retail areas (store size, site arrangement, parking and additional landscaping) and by assuring that retail uses have minimal impacts on adjacent residential areas.

- 1 Promote occupancy of existing retail centers to ensure their viability and encourage/improve the management, store mix, and physical conditions of existing retail centers. Expansion of retail zoning should not be encouraged outside of areas identified in this Plan.
 - Work with the Chamber to promote available tenant space. The City's website can be utilized for this purpose.
 - Promote the locational benefits of the City – highway access/visibility, and other benefits such as workforce availability, and expansion potential.
- 2 Attract modern retail facilities where they are most needed and where they will best complement existing retail centers and adjacent uses.
 - Consider adopting “Design Guidelines” for the retail areas as a proactive strategy for attracting the type of redevelopment desired for the community and enhancing the quality of the built environment. The goal is to create a distinctive look for the community. Consider an appropriate design review process to ensure that commercial development projects are attractively designed and compatible with the community's development goals.
 - Target areas needing a “design facelift” for assistance: Provide financial or technical assistance to business or property owners whose properties have not been upgraded in some time and/or those that are in violation of the City's building codes.
- 3 Continue to monitor the vitality of retail uses in various locations throughout the City. In locations where vacancies or other signs of retail decline persist, evaluate the benefits of redevelopment for nonretail uses such as townhouses or other forms of residential development, depending on the location and nature of the street on which the parcel fronts.

C. Attract New Businesses Desired by Residents/the City.

While the City is served by an abundance of retailers, a relatively high proportion of this retail provides goods and services directed to the regional market. To ensure that the retail and service needs of local residents and employees are met, the City will periodically consult with the residents on retail to determine unmet needs.

- 1 Unmet needs that were identified during the planning process include:
 - Encourage health care providers (doctors, dentists, and eye doctors) to locate in the community.
 - Encourage and support locally-owned service-oriented businesses including hair salons, funeral homes, florist, veterinarian care, and day-care providers.
 - Attract family restaurants, coffee shops, and other dining options within the “City Center” district so that residents can stay in the community when dining out and business meetings can be held locally. Develop sidewalk café provisions and work to facilitate the addition of sidewalk cafes where feasible.
- 2 Limit the establishment of any more big-box retail stores to the Brookpark Road Corridor, where these uses already are concentrated. Influence the quality of this development through the adoption of “Design Guidelines” as discussed above.

2.2. Improve the visual aesthetics of the commercial streetscapes/corridors.

Concentrate on the visual appearance of the corridor and work to improve the streetscape. While the major retail corridors – Brookpark Road, and portions of Memphis Avenue and Ridge Road – are largely automobile-oriented, pedestrians use the sidewalks and take advantage of the RTA bus routes. The use of near the sidewalks and improving the visual quality will enhance the overall image of the City of travelers along the major streets as well as residents.

A. Enhance the Streetscape.

Enhance commercial areas with pedestrian walkways and landscaping: Encourage walking and discourage short vehicle trips where neighborhoods are adjacent to commercial/retail areas by working to retrofit existing large-scale retail areas with additional greenspace and landscaped walkways.

- 1 Achieve attractive design in road projects by using brick pavers at intersections and crosswalks, landscaping and other amenities that enhance visual quality— Brookpark Road, Memphis Avenue and Ridge Road are high priorities for streetscape improvements.
- 2 Bury of overhead utility lines when feasible to contribute to a more coordinated, less cluttered appearance.
- 3 Provide unifying elements to the streetscape: coordinated banners placed at intervals along the corridor provide a unifying image.
- 4 Adopt specific front yard landscaping requirements and requirements for the planting of street trees to be imposed on property owners whenever property is developed, redeveloped or other major investments made to the property.

B. Develop and Implement Commercial/Industrial Design Guidelines.

As noted earlier, develop and implement commercial and industrial design guidelines in order to create more cohesive districts. These guidelines will provide a framework that supports and enhances a coordinated appearance of buildings within a commercial and industrial corridor.

C. Review and improve parking/landscaping requirements for the General Business (G-B) District. Review will include an analysis of number of parking spaces and enforcement of required parking lot landscaping. Currently, the City's Planning and Zoning Code requires properties with a business or industrial zoning classification to have a percentage of parking lots for thirty or more vehicles designed with planted islands.

- 1 Update the zoning code to require nonconforming parking lots to be redesigned to comply with the landscaping requirement whenever the property owner makes building or site improvements.
- 2 Conduct an inventory of commercial sites to determine which are nonconforming, and to keep track of the nonconforming properties as new investments are made.

D. Investigate, identify and provide financing opportunities to assist property and business owners to implement recommended actions. Area businesses will be more likely to participate in a streetscape and building improvement program if there is outside financial support. Assist property and business owners in investigating, identifying and providing financing opportunities. This is one of the many potential responsibilities of an Economic Development Coordinator.

2.3. Pursue Selective Redevelopment Opportunities.

A. Redevelop large vacant or underutilized structures, and facilitate the turnover of undeveloped or underutilized property to developers who would be willing to work with the City to achieve its development objectives.

B. Carefully plan for long-term development/redevelopment possibilities. Specific locations have been identified for redevelopment consideration and are discussed below.

C. Establish a Land Bank. In some locations, parcels will first need to be consolidated into development sites that meet the needs of the intended users in order to then be redeveloped. In 1976, Ohio adopted Chapter 5722, Land Reutilization Program, which enables any Ohio municipality to establish a land bank for purposes of acquiring, managing and disposing of delinquent land to reinstate such properties to tax revenue status. Property housed in the land bank is acquired by way of a Sheriff's sale or as a gift in lieu of foreclosure. Other state statutes enable the City to acquire land at market value. Further study is needed to determine the mechanism for creating, operating and funding a land bank.

D. Ensure that new development/redevelopment is environmentally-friendly and encourage the use of green building principles. KeyCorp's 750,000-square-foot technology and operations campus has incorporated many "green building" techniques and in 2005 earned LEED certification from the U.S. Green Building Council (USGBC).

Additional Policies for Specific Locations.

The above policies are generally applicable city-wide to commercial and industrially-zoned/developed properties. In addition, certain locations have unique characteristics that are addressed more specifically below.

2.4. Brookpark Road Corridor:

A. Coordinate with the City of Parma to develop a coordinated streetscape appearance of Brookpark Road. Partner with the City of Parma to develop and implement a program to address the physical appearance of the corridor. Work to achieve the same or similar improvements so as to present a coordinate appearance.



B. Encourage the redevelopment of marginally utilized properties.

C. With the closing of retail stores, there is an opportunity to redevelop certain properties that are presently underutilized and/or vacant. Working with the Chamber of Commerce, the City will maintain an updated system of available properties.

2.5. Memphis Avenue West End:

A. Promote this entire area as a general industrial district.

In order to maximize the development potential of this area, warehouses, truck terminals, general industrial development will be encouraged. In order to accommodate such development, parcels currently zoned G-B General Business will be rezoned to the G-I General Industrial District.

B. Improve the area's appearance from the street.

- 1 Encourage existing property owners to eliminate outdoor storage from view from the street by relocating the goods/equipment to another location on the site and screening the view.
- 2 Revise the existing G-I General Industrial District regulations to address outdoor storage. Outdoor storage is a permitted use in the G-I district, but there should be regulations governing the placement and screening of outdoor storage. Regulations could be adopted that restrict the amount, height, and/or location of outdoor storage and require specific screening elements.

C. Improve access to potential development sites.

Consider establishing, or encouraging developers to establish, street access to developable yet inaccessible land. This will enable the future subdivision of development sites and could potentially reduce the need for new curb cuts onto Memphis. See also Section 7 Transportation in this Chapter for further discussion of potential street connections.

2.6. Tiedeman Road Industrial Corridor:

Promote development on vacant land already zoned for commercial or industrial use.

Land that is already zoned for nonresidential use enables development to occur relatively quickly instead of waiting for rezoning. Therefore, the City can continue to market this area for development.

Uses promoted in these areas should have as little additional impact on the residential uses on the east side of Tiedeman, such as:

- A. A mix of office and light industrial uses that create a campus-like environment.
- B. Uses that operate in a clean, quiet manner entirely within enclosed structures.

2.7. Clinton Road Industrial Corridor:

A. Designate and market Clinton Road as a formal industrial park.

The priority of this objective is to create an identity for this industrial area and to market that identity to potential businesses. This will improve the City's ability to attract new business. Currently, this area acts as clusters of industrial businesses rather than a unified entity that could be marketed as a "park".

- 1 Create a unique image/branding for the industrial area, with special gateway features and signage to reinforce the industrial park's identity. Work with private owners to enhance gateways.
- 2 Work with the Chamber of Commerce to determine the range of uses that should be pursued that would be compatible with and support existing viable industries in the area.
- 3 Utilize the Economic Development Coordinator position to aid in marketing the area. Assist in marketing location opportunities in the industrial park and other areas of the City in newly prepared marketing materials.

B. Improve the streetscape along Associate Avenue.

Work with local business owners along Associate Avenue to help improve the physical appearance of the streetscape.

C. Improve truck access to the area, so that trucks are not disruptive to Ridge Road and surrounding areas. The Clinton Road corridor is sufficiently wide to accommodate truck traffic. However, trucks must travel through mixed residential areas along Ridge Road and West Boulevard in nearby Cleveland to access Clinton Road. Because traffic congestion along Ridge Road, especially at the I-480 ramps, is already a commonly-noted problem by residents; it is essential to avoid exasperating the problem with new development to the Clinton Industrial Area.

- 1 Explore ways to improve the road network and provide alternative access routes for truck traffic, in order to minimize impacts on the surrounding areas.

- 2 Explore the potential to access the Denison entrance/exit ramp in nearby Cleveland, especially in conjunction with the Stockyards Neighborhood study to be conducted by the Stockyards Redevelopment Organization, WIRE-Net, and Kent State University's Urban Design Center. There is an opportunity to connect Clinton Road to the Denison I-71 access ramp following the Norfolk Southern railroad tracks. This potential transportation connection would bolster the industrial development and activity both in Brooklyn and neighboring Cleveland.

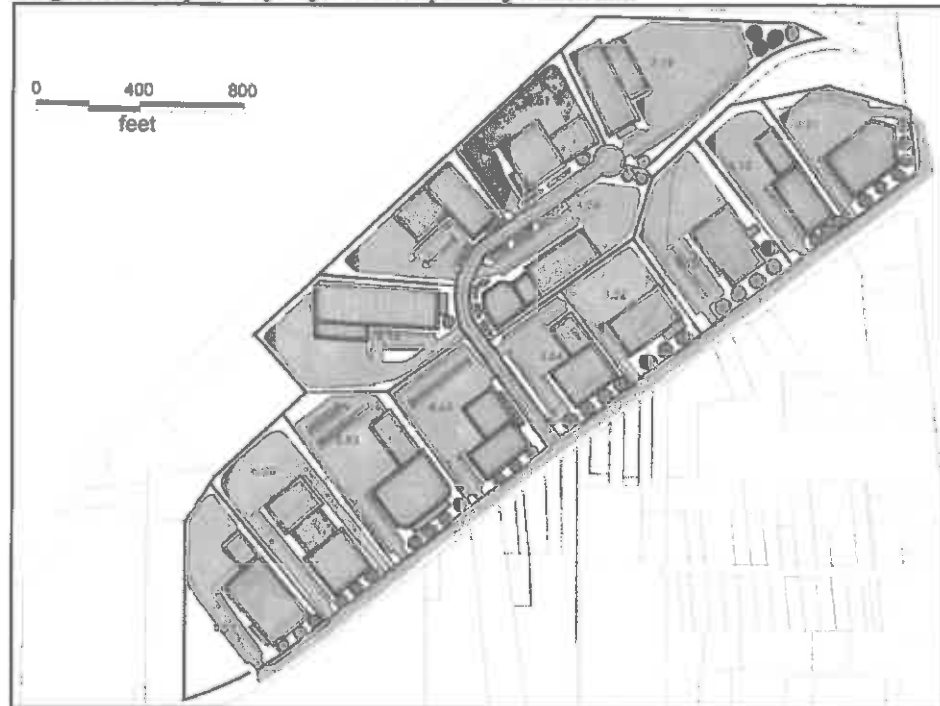
D. Encourage and Promote the Redevelopment of the Weston Property.

As noted in Part 2, the facilities on the 58-acre Weston site are not fully occupied, which is likely due in part to the building's configuration, which was designed for manufacturing processes prevalent in the 1950s. Many operational aspects of manufacturing have changed, which results in different building requirements, floor area configurations, and updated systems, among other things. In addition, with the increase in automation, the parking needs for industry have declined allowing for a greater portion of a development site to be used for building floor area.



The Weston site is large enough to resubdivide into smaller parcels that are more suitable for contemporary establishments. There may also be the opportunity to combine adjacent parcels to further enlarge the redevelopment site. Figure 6 indicates conceptually how redevelopment of the Weston site could occur.

Figure 6: Conceptual Layout for Redevelopment of Weston Site.



In order to facilitate redevelopment of the Weston Property:

- 1 Explore funding for Brownfields Redevelopment.
Explore the availability of assistance and funding for brownfields redevelopment - for use at the Weston property and other properties throughout the industrial corridor. The Brownfields Revitalization Act was designed to assist in the redevelopment or reuse of properties which “may be complicated by the presence of potential presence of a hazardous substance, pollutant, or contaminant”. See Chapter 3.3 for strategies for obtaining funding.
- 2 Facilitate the development of flex-office/warehouse/light industrial space.
 - Revise the zoning code to clearly include flex-office/warehouse/light industrial uses in designated industrial areas. This will entail revising some of the development standards as well so that more intense development of the land can occur. For example, the maximum allowance of 25% lot coverage for principal buildings severely limits the development of industrial uses that tend to cover a larger portion of the site.
 - Conduct economic development outreach efforts to attract smaller “flex” tenants to the City as a way of diversifying the office and industrial mix. The smaller tenants that occupy flex space would include growth-oriented services and distribution companies that are more likely to expand over the long run.

3 “CITY CENTER”

3.1. Create a Center/Focal Point for the City and its Residents.

Create a community focal point and gathering place by concentrating a mix of uses within a compact land area in order to provide residents with jobs, shops, and services within walking distance of their homes or reachable by public transportation, and characterized by a cohesive design which helps create a sense of identity and place.

The Municipal Complex on Memphis Road is the preferred location for a “City Center”. This area is already the central area of the City with the concentrations of civic uses – City Hall, Recreation Center, Senior/Community Center, Veterans Memorial Park, and a number of churches. This area is to be enhanced to create a greater “sense of place” and increase community identity for residents. Encourage and permit the creation of a pedestrian-oriented, mixed use area. This policy is expanded upon later as one of the Focus Areas.

3.2. Promote this Area as a Mixed-Use “City Center”.

Market the “City Center” as a mixed-use area with community facilities and a niche for small offices and local retail, emphasizing walkability, pedestrian charm, and visual character.

General characteristics of the mixed-use center include:

- A. High-density compact development that is concentrated and designed to encourage walking and interaction between uses.
- B. A mix of uses in multi-story buildings that are devoted to retail uses on the ground floor and offices and/or residential uses on the upper stories.
- C. Integrated design that links signage, landscaping, building design, and circulation.
- D. A community focal point around which land uses are arranged or that creates a visual link or a community gathering spot. The existing concentration of City Hall, Senior/Community Center and Recreation Center serve as the focal point to be reinforced.
- E. Adequate parking that does not dominate the streetscape, yet is sufficient for the types of uses in the district. On-street parking could be provided – this type of building arrangement continues to do well in Cleveland Heights and Lakewood. Newer development in other communities is replicating this concept.

3.3. Encourage infill retail/office development along Memphis Avenue at the Roadman and Ridge Road intersections and along Ridge Road.

A. Increase retail and office uses in this area.

Reinforce the commercial districts at these two intersections to increase the amount of retail and office floor area in this area.

- 1 Promote redevelopment/renovation of structures to increase the density in this area.
- 2 Compact buildings that replicate the typical “main street” design of buildings side-by-side are preferred while single-use freestanding buildings are less desirable.
- 3 Market this area for local appeal, in contrast to Ridge Park Square, Biddulph Plaza, and Brookpark Road, which include many regional-oriented establishments.

Commercial uses are encouraged between North Amber and Ridge Road on the north side of Memphis Avenue. There are currently three single-family homes located in this block, but they are sandwiched between vacant parcels and have commercial uses directly across the street. With these conditions, this area is not conducive to single-family residential.

B. Incorporate the Commercial Frontage on Ridge Road into the “City Center” area.

There are a few blocks of commercial establishments along Ridge Road at or near the Memphis Avenue intersection. These existing structures should be incorporated in the design of the larger City Center area.

3.4. Develop a new Mixed Use Zoning District with related design guidelines.

In order to enable the creation of a “mixed use” city center district, the zoning code will require a new zoning district that enables a more urban environment, including placement of buildings at the street. Office and retail uses are permitted in the R-B Retail Business District, but apartments are not. These district standards also are not conducive to creating the type of space anticipated:

the current district limits the amount of building coverage to 25% of the site and requires a 30-foot building setback.

A. Elements of a new mixed use district include:

- 1 Permit apartment units to be located above the first floor of retail buildings.
- 2 Do not permit large-scale users like hospitals and automobile sales, and uses that are not conducive to a neighborhood retail area such as adult entertainment establishments – uses that are now either permitted or conditional uses in the R-B Retail Business District.
- 3 Allow buildings to be built side-by-side with no side yard setback – except when located adjacent to a residential district.
- 4 Require parking lots are to be located behind or to the side of buildings to reduce their visual presence at the streetscape.
- 5 Reduce the amount of parking spaces required, anticipating that some customers will walk or arrive via bus.

B. Avoid Haphazard Development.

Utilize the elements of the new mixed-use district to avoid haphazard single-use suburban retail development along Memphis Avenue. The design guidelines discussed above for the new mixed-use zoning district respond to this issue.

3.5. Establish design guidelines for buildings and streetscape improvements.

Building design is important to convey the image of a compact, dense pedestrian environment. This type of new urbanism, which mimics the designs of older “main streets” with buildings close to the sidewalk and parking to the side, is already evident in the way the southwest corner of Memphis and Ridge is built.

Encourage a cohesive building and site design scheme throughout the district. New buildings should incorporate special elements - architectural features, etc and pedestrian improvements as part of a new streetscape plan for the area. Specific requirements include:

- A. Require buildings to have a minimum height, with a minimum of two-stories or at least the appearance of two-stories.
- B. Require buildings to have display windows at street level.
- C. Require coordinated signs and amenities such as benches and lighting.

3.6. Promote medium-density townhouses and apartments.

Vacant land outside of the areas designated for retail/offices is suitable for townhouses and apartments. This will add to the residential density in the area that will help support the commercial uses. Specifically, the location, on the south side of Memphis Avenue, west of Rodoan, comprising a total of approximately five acres, is already zoned for multi-family.

3.7. Increase opportunities for public interaction.

Identify and establish a program for enhancing the City Center's role as an activity center for fairs and festivals, live entertainment, and other street activity on a regular basis. As home to the municipal buildings, the City already has a substantial thematic base on which to build.

**3.8. Assist with Development of Local Businesses.**

A. Make certain technical resources are available to existing and potential small businesses that add value to the City's retail mix. Such resources might include merchandising expertise, business planning, market research, building improvement loans, and operating capital, packaged to appeal to typical small business concerns in Brooklyn. This program could be run by a cooperative effort between the City and the Chamber of Commerce.

B. Conduct pro-active efforts to identify and recruit local residents as potential entrepreneurs to operate niche businesses, with the assistance of an Economic Development Coordinator.

4 COMMUNITY CHARACTER AND IDENTITY

4.1. Promote the "Small Town" Atmosphere.

The City of Brooklyn is known as a small town surrounded by a big city. With its own school system and compact neighborhoods, residents have tended to know one another. For many, this is a characteristic that should be preserved.

- A. Continue to conduct community events that bring residents together and reinforce a sense of community. Coordinate with the schools, churches, businesses and other community facilities to conduct a range of activities.
- B. Research and expand the number of nontraditional community events to provide variety and interest. Such events include: ice sculpting contests, car shows, etc.
- C. Continue to provide the community newsletter so residents and businesses are aware of developments occurring in the City.
- D. Increase the number of neighborhood meetings between elected officials and residents to maintain communication.
- E. Establish/expand opportunities and programs for youth to provide community services to and interact with older residents, such as a "chore program". This type of service program could be coordinated with the high school and could be a mandatory requirement for graduation.



4.2. Enhance the Visual Quality of the City.

A. Enhance Gateway Entrances and Image-Making Locations.

Brooklyn contains many points of entry and several prominent hubs which contribute to residents' and visitors' image for the larger area and the City in general. These points of entry create an identity of the community as perceived by those that reside in the community and those that travel through it.

These gateways are listed below:

Primary Gateways:

- Memphis Avenue, East at Linndale border
- Memphis Avenue, West at Cleveland border
- Biddulph Road, East at Cleveland border
- Brookpark Road, at the Cleveland eastern border



*West end of Memphis Avenue at city boundary,
looking west.*

- Brookpark Road, at the Cleveland western border
- Ridge Road, at the northern border with Cleveland

Secondary Gateways:

- I-480 Entrance/Exit at Tiedeman Road
- I-480 Entrance/Exit at Ridge Road
- East side of Ridge Road north of I-480



Existing entryway feature at northeast corner of Biddulph and Tiedeman.

B. Enhance gateway signage and upgrade areas that serve as entry points to the City (e.g. I-480 Exit Ramps). Upgrade areas that function as the City's key entry points in order to achieve an improved image. The character of the gateways and the quality of the development on these major routes in the City create an overall impression of the community for visitors and residents alike and should be tended to and enhanced where possible. Improvements at secondary gateways should be similar to and consistent with primary ones, but should be smaller in scale. Additional signs should be balanced against cluttering the roadway.

C. Establish uniform guidelines/standards for gateways that represent a consistent positive image of the community. Ensure that gateway signs and amenities are attractive, consistent in appearance and design, and well-maintained.

Components to consider include signage, landscaping, public art, and lighting, among others.

1 Coordinate signage:

- Introduce and enhance "Welcome to Brooklyn" signs at primary gateways, incorporating the City logo.
- Consider directional/corridor signs and/or "district" banners for key locations within the City, such as City Center complex, and along key corridors such as Memphis Avenue, Biddulph and Tiedeman Road.
- Explore developing uniform signage for business parks and industrial park entrances.
- Consider installing banners on utility poles at the gateways to announce the entrance or exit of the community.
- Encourage use of ground signs.



- 2 Add attractive landscaping:
 - Add planter boxes, seasonal flowers, evergreens and shrubs.
 - Consider the use of decorative fencing to frame the gateway entrance.
 - Require decorative fencing to separate parking areas from pedestrian sidewalks.
 - Include brick pavers, stone walls, and decorative rocks as design elements.
 - Establish a street tree program and promote a tree planting program.
- 3 Lighting:
 - Add strategic lighting to allow 24-hour readability of the gateway signage.
 - Consider street lamps with character and style.
- 4 Overall Upgrades:
 - Upgrade the physical appearance of the roadway including street pavement, curbing, and sidewalks, and treelawn area.
 - Explore funding sources in which to finance these coordinated gateway improvements.
 - Coordinate installation and maintenance efforts with neighboring businesses and properties in locations where gateway improvements are on private property, including but not limited to obtaining an easement or another form of agreement.

D. Enhance the Streetscape along Key Corridors – the public area.

- 1 Upgrade the physical appearance of the corridors including street pavement, curbing, sidewalks, and tree lawn area.
- 2 Consider installing banners along key corridors to provide a unifying appearance.
- 3 Construct small parks and plazas in busy commercial areas as a transition from the commercial area to the residential areas.
- 4 Provide more public spaces for residents and invest in banners and planters for the City's public areas.



E. Enhance the “Front Yards” of Properties along Key Corridors – private property.

- 1 Require all new development to provide sufficient landscaping on site and, when necessary, appropriate landscape buffers adjacent to residential uses. Strengthen the landscaping requirements in the Zoning Code for all commercial improvement

projects to “soften” the impact of parking and other aspects of large-scale projects. Enhanced landscaping also has the desirable benefit of diverting storm water away from the storm sewer system.

- 2 Require new development to employ quality materials and architectural design to provide a compatible and harmonious image for the City.
- 3 Establish a systematic approach for addressing areas of the City that are suffering from disinvestment and/or poor property maintenance.
- 4 Work to reduce the visual and noise impact of major highway and rail corridors, including promoting the underground installation of utility lines whenever development, redevelopment or roadway improvements are undertaken.

4.3. Conserve Existing Features that Contribute to the Character of City.

Educate property owners about the benefits of conservation easements, and encourage property owners to consider establishing conservation easements on those portions of their properties that include sensitive or otherwise key natural areas.

The Big Creek is a defining natural feature that should be preserved. At the Creek’s northern and southern ends in the City it connects to preserved open space. The Metroparks and others have designated the section in between as an area for preservation/conservation. The community survey results also indicate that residents have a desire to preserve remaining areas of open space.



A fact sheet on conservation easements and how they function is included as Appendix K

4.4. Encourage a Sense of Pride in the City.

Promote the maintenance and upkeep of all properties so that residents and business owners develop and maintain a pride in the community.

5 COMMUNITY FACILITIES

The quality of life in a community is evidenced by many attributes, including the attractiveness of the built environment, the availability of open space and recreation options, and the quality of municipal services.

5.1. Increase And Diversify Recreation Opportunities

A. Continue to pursue renovation of and updates to the existing recreation center. The survey responses indicate that residents appreciate having a community recreation center but acknowledge that the older structure requires some updating to make it more responsive to the needs of residents. Responses from the informal student survey taken in January, 2006 echoed many of the same concerns as residents from the community-wide survey in regards to the recreation center. Some specific changes that the students recommended include:

- An indoor gymnasium with basketball hoops
- Workout/exercise room
- Student activities center
- Supervised children's activity area

B. Reevaluate the recreation and continuing education programs offered. Work with the schools to determine the types of programs most desired by residents.

C. Provide for teen-oriented activities that would include recreation and other types of activities geared to the community's teenaged children, including bandjams, middle school dances, talent shows, teen excursions, and teen leadership clubs.

D. Encourage private recreation or amusement facilities (such as "rock-climbing" walls, laser tag, etc) in some of the commercially-zoned areas that would provide additional activities for teens and young adults.

E. Make better use of Marquardt Park.

- 1 Host more organized community events at the park to provide more exposure.
- 2 Improve the existing walking trail in the wooded area.
- 3 Pave the neighborhood access path that connects the neighborhood streets to the park.
- 4 Address the issue of parking and its impact on the neighborhood.

5.2. Create And Promote Use Of Pedestrian and Bike Trails

A. Designate a network of bike and pedestrian routes between the City's neighborhoods and the various recreation and community facility sites in and around the community. Outside (State or County) funding is available for bicycle routes on State routes. Alternatively, it may be more feasible to establish bicycle routes on the City's local residential streets; however, local funding would be the primary source of implementation funds.

B. Encourage linkages with trails and routes in neighboring communities especially where the City can gain access to the Cleveland Metroparks with a trail link.

5.3. Support the School System.

A. Continue partnerships between the City administration and school district, and between employers and the school district. Ensure that labor supply issues are addressed through educators. Work closely with area colleges, state vocational / technical training programs, and local manufacturers to ensure that labor supply issues are being addressed. In this way, City efforts will add value to local companies' own efforts at labor recruitment.

B. Support a continuing education program for adults, utilizing the resources (buildings, staff, etc) of the school system. This could include workforce training to meet the needs of existing or potential businesses/industries.

C. Promote student and teacher successes in community newsletters.

5.4. Maintain a High Quality of City Services and Safety Forces.

A. Ensure there is adequate funding for these services by evaluating fee structures and eligibility criteria, and adjusting as needed.

B. Promote a high quality customer service attitude among City employees. Consider conducting "customer service" seminars to enhance the philosophy the government exists for the benefit of the community and its residents. Frequent communications (including neighborhood meetings) with residents enhances the residents' understanding of governmental functions.

C. Evaluate problem areas related to theft, bullying, etc in the schools, parks and retail areas and establish a community policing approach to reduce problems.

6 NATURAL RESOURCES

6.1. Protect the Natural Resources on Remaining Undeveloped Areas.

A. Establish Land Disturbance Regulations. Regulations and a permit process for land disturbance so that sites are more sensitively developed around existing natural features and impacts to natural resources will be minimized. These regulations are instrumental in ensuring that whenever site preparation occurs, the proper measures are in place to prevent soil erosion and reduce the potential for flooding.

